





2

Director's Message

4

Service to Congress

6

Legislative Support

28

Management Initiatives

32

Appendixes

44

New CRS Products in FY2009







## Director's Message

Fiscal year 2009 was an eventful one for the nation and Congress, and so it was for the Congressional Research Service.



As Congress addressed major issues and enacted historic legislation, CRS was there every step of the way, analyzing problems and assessing policy options in support of an informed national legislature.

The beginning of the fiscal year coincided with the peak of a financial crisis. The Service analyzed the effectiveness of methods of economic stimulus and closely assisted Members and their staffs during the formulation, deliberation, and implementation of the American Recovery and Reinvestment Act of 2009. As Congress debated measures to address the weaknesses of the financial system, CRS analyzed key elements of consumer finance and legal issues to support its reform efforts.

Foreign affairs continued to be of considerable congressional interest as events unfolded in Afghanistan and Iraq. Analysts examined U.S. military operations in Afghanistan, including formal oversight, funding, and troop levels. Experts on Iraq contributed during milestones including the signing of the U.S.-Iraq Security Agreement, the withdrawal of U.S. forces from major Iraqi cities, and the handover of major security missions to Iraqi forces. Iran was also a focus of lawmakers' concerns, and CRS informed debates on Iran's electoral dynamics, nuclear ambitions, sanctions, and neighbor relations.

Health care reform was a major policy issue. The Service assisted Congress from the beginning of the health care debate, with a focus on

issues such as the financing of current public programs, potential legislative alternatives, and the role and effectiveness of prevention and wellness programs. Experts prepared analyses of five different versions of health care reform considered by lawmakers.

CRS assisted Congress on a long list of other critical issues, including unemployment compensation, employment and training, H1N1 influenza pandemic, food safety, climate change, energy policy, the automobile crisis, national security, missile defense, and terrorism.

In addition to this legislative support, the Service held programs and seminars for Members and staff. A prominent and successful one was *Legislative Issues and Procedures: The CRS Seminar for New Members*, which the House and CRS cosponsored in January 2009. This bipartisan policy seminar, held at the start of every new Congress under the auspices of the Committee on House Administration, helped 81 percent of newly elected Members of the 111th Congress prepare for their new roles by providing objective, nonpartisan analysis on critical policy issues and an overview of House procedures and rules and the federal budget process.

CRS undertook several significant management initiatives to support its service to Congress. CRS launched a redesigned site for Congress, with a new, updated look and improved navigation that enables congressional

users to more easily find products, services, and experts. CRS implemented its Authoring and Publishing system, featuring a customized authoring tool and an improved process for displaying PDF and HTML versions of products. The Service also launched Mercury, a client management system that supports research management and increases responsiveness to congressional needs. CRS began a data program that expands the realm of quantitative analysis across geospatial and graphical applications, delivering new tools in support of policy analysis. Also of note, the Service and the Library jointly initiated a major, multi-year initiative to develop a strategic direction for the Legislative Information System (LIS).

At CRS we consider it an honor and privilege to serve Congress throughout the legislative process by providing comprehensive and reliable legislative research and analysis that are timely, objective, authoritative, and confidential. This report highlights our accomplishments in support of that mission.



Daniel P. Mulhollan



The Congressional Research Service serves Congress by providing comprehensive and reliable legislative research and analysis that are timely, objective, authoritative, and confidential and contribute to an informed national legislature.



CRS experts meet congressional needs for analysis of public policy issues in an interdisciplinary, integrated manner, and through consultative relationships that ensure immediacy and offer options for direct interaction as well as formal written analyses. CRS support for the 111th Congress in Fiscal Year 2009 took place throughout all steps of the legislative process across the full range of active public policy areas. CRS assisted in examining the nature and extent of problems facing the Congress, identified and assessed policy options, assisted with hearings on policy proposals and on implementation of existing policies, and supported congressional review of nominations and treaties.

CRS is structured to ensure that its work is well focused, well designed, and well executed; and that data are sound, that assumptions and qualifications have been clearly identified, and that findings inform the legislative issue at hand, with implications and options set out systematically and lucidly. Throughout all its deliberations Congress has come to rely on CRS for this structure as well as the Service's capacity to integrate the insights of various disciplines into a coherent whole.

Whether it is determining the impact of changes in financial market regulations or examining a proposal to balance interests in a contentious region of the world, Congress is challenged to address issues that are growing more complex and technical and that are increasingly interrelated. The Service must offer what its charter statute states, namely, to anticipate the consequences of alternative proposals and in doing so, foresee unintended conse-

quences. CRS constantly adjusts its research agenda to align with changing congressional needs. Members of Congress know they can rely on CRS specialists in the financial markets, just as they rely on the Service's foreign relations specialists with regional expertise to recognize the political and cultural forces at work in the world today, and its health finance experts as well as health care specialists to understand the factors contributing to growing health care costs. Members rely on this CRS expertise, not only to assess independently the outside expert opinions advocated before them, but also to complement their own experience and knowledge, and that of their staff, to ensure that the judgments they make are as well informed as possible.

## The CRS Tradition

The CRS tradition of providing assistance to Congress continued in FY2009, a reflection of the unique, supportive mission that has remained unchanged since its inception nearly a century ago. The supportive role began in 1914 when Senator Robert La Follette and Representative John M. Nelson, both of Wisconsin, promoted the establishment of a special reference unit in the Library of Congress devoted solely to respond to congressional requests for information. The creation of this unit was a product of progressive era ideas about the importance of acquiring knowledge for an informed and independent legislature. The Legislative Reorganization Act of 1946 gave the Legislative Reference Service permanent authorization to assist Congress primarily by providing facts

and publications and by transmitting research and analysis done largely by other government agencies, private organizations, and individual scholars.

In 1970 Congress enacted the Legislative Reorganization Act, which changed the name of the support unit from the Legislative Reference Service to the Congressional Research Service. The Act increased its resources and directed the Service to devote more of its efforts to research and analysis that assisted Members of Congress in direct support of the legislative process. With this legislation, a new category of service was to be performed by CRS: assisting committees with the research and other assistance they need. Today CRS provides a full range of research and information services to both Members and committees of Congress.

## Outline of this Report

The following pages summarize the highlights of FY2009 to illustrate CRS contributions to meeting congressional needs for legislative assistance as well as outline management initiatives to enhance the efficiency of the Service. Appended are budget components, descriptions of human resources and staff development, summaries of types of support provided, and an overview of the Service's organizational structure.





This summary of CRS highlights for FY2009 illustrates the breadth and depth of CRS services that meet ongoing congressional needs for legislative assistance.

## Major Issues of the Year

### Economic Stimulus

In the fall of 2008, as the financial crisis peaked and the U.S. economy continued to stall, CRS experts focused on options for economic stimulus under consideration by Congress; specifically, analysts and information professionals across the Service offered assistance in understanding the effectiveness of federal spending increases, income tax cuts, and monetary policy as alternative methods of stimulating the economy.

During formulation, deliberation, and implementation phases of the stimulus bill, the American Recovery and Reinvestment Act of 2009 (ARRA; P.L. 111-5), CRS assisted Congress by assessing how the provisions could provide stimulus, in what ways they could be utilized, and by whom. In other work related to the stimulus, analysts addressed debt and deficit issues and measures of economic recovery.

CRS assisted with numerous congressional requests pertaining to legislative provisions: increasing the federal share of Medicaid costs; subsidizing health insurance through temporary subsidies of the Consolidated Omnibus Budget Reconciliation Act premiums and expanded health coverage tax credits for unemployed workers; funding education and training, including K-12 education reform and Workforce Investment Act programs; increasing the Temporary Assistance for Needy Families block grant to help states finance costs of more caseloads and emergency aid; and preventing unauthorized immigrants from obtaining tax credits under ARRA legislation.

### Reform of Financial Sector

As Congress deliberated on measures to address weaknesses of the financial system, CRS supported congressional efforts to reform key elements of consumer finance, including credit card markets, mortgage finance, and predatory lending. Experts provided analyses and briefings on systemic risk, resolution of problems of banks deemed “too big to fail,” mark-to-market accounting, and credit rating agencies. In a series of seminars CRS experts explored the background and origin of the financial crisis; current market structures and regulatory regimes of banking, insurance, and securities and derivatives; as well as the future disposition of Fannie Mae and Freddie Mac. CRS experts also testified at congressional hearings on insurance regulatory reform.

CRS attorneys analyzed various legal issues regarding reform proposals, mortgages and foreclosures, mortgage fraud and discrimination, and protection of renters in foreclosures. As the Troubled Asset Relief Program funds became available to various entities, Congress became interested in executive compensation. Other attorneys briefed Members on ways that existing law limits executive compensation and analyzed the constitutionality of proposals to tax or limit certain bonuses. They also addressed legal issues raised by revision of the first-time home buyer tax credit, the “Buy American” requirements in spending provisions, and the constitutionality of some grant conditions.

### Iran

Iran was a prominent focus of CRS research

and analysis because of growing congressional interest in the influence of Iran’s policies on the security of the Middle East region. CRS experts continued to inform congressional debates with timely and authoritative responses to lawmakers’ concerns about electoral dynamics, including the dramatic crackdown following the June 2009 elections, examinations of Iran’s nuclear ambitions, analysis of U.S. policies and options regarding sanctions, and assistance in understanding motivations and policies of Iran’s neighbors.

### Afghanistan Stabilization

In FY2009 the United States and NATO continued to pursue their overall strategy in Afghanistan of stabilizing and strengthening its economic, social, political, and security environment to blunt local support for extremist forces. As part of this effort, Congress considered increases in foreign assistance spending for Afghanistan to fund security sector assistance, development and humanitarian-related activities, and counter-narcotics support. CRS examined U.S. policy and foreign aid to Afghanistan, the Department of Defense’s role in foreign assistance to Afghanistan, the United Nations Assistance Mission in Afghanistan, and Afghan participation in international narcotics trade. CRS supported congressional examination of U.S. military operations in Afghanistan, including formal oversight, funding, and questions related to troop levels. CRS also examined resource and policy considerations of the Administration’s strategic view.

## **Iraq**

CRS continued to provide authoritative research and analysis to Congress as the dynamic situation in Iraq further unfolded. Experts in the Service contributed during many of the milestones of the year including the signing of the U.S.-Iraq Security Agreement (Status of Forces Agreement, or SOFA), the withdrawal of U.S. forces from major Iraqi cities, the handover of major security missions to Iraqi forces, and the appointment of a new U.S. Ambassador to Iraq. CRS analysts, calling on a cross-section of expertise and close attention to developments, both within Iraq and in the surrounding region, supported numerous congressional oversight, advisory, appropriations, and related legislative activities. Support also included expert testimony on SOFA and briefings for congressional leadership delegations to Iraq.

## **Health Care Reform**

Health care reform has been a major policy issue of the 111th Congress, driven by the number of Americans without health insurance coverage, increases in health care costs, a potential shortage of providers, and concerns about quality of care. Experts throughout CRS assisted Congress from the beginning of the health care debate, with a focus on such issues as financing of current public programs (Medicare and Medicaid) and potential legislative alternatives, and the role and effectiveness of prevention and wellness programs for population subgroups such as the elderly. Hearings support included analyses of health care quality and long-term care. As legislation moved forward, experts reviewed,

for example, implications for expanding Medicaid coverage, treatment of noncitizens and their eligibility for health reform credits, and the current market structure of the health insurance industry. Experts prepared analyses of the five different versions of health care reform being considered by lawmakers.

CRS legal experts examined numerous proposals such as those to establish incentives for “wellness” programs, health care fraud, health information technology, medical records privacy, antitrust considerations, medical malpractice, government funding of abortion, and unauthorized alien eligibility. These attorneys also analyzed the constitutionality of enacting an individual health insurance purchase requirement, whether enforced by tax, spending, or commerce clause powers, and reviewed constitutional issues related to religious exemptions to health care coverage and treatment.

## **Unemployment Compensation**

As a bleak employment situation worsened, Congress focused attention on providing a more generous and targeted extension of Emergency Unemployment Compensation benefits, as well as relieving the financial distress experienced by state Unemployment Compensation (UC) programs. CRS analysts considered how various legislative proposals might alleviate the economic slowdown, provided comparative analyses of these proposals, and assisted in targeting provisions to best meet the intent of Congress. Experts also analyzed the financing structure of the UC program, the status of the states’ UC accounts with the Unemployment Trust Fund,

short-time compensation (work sharing) as a possible provision to alleviate unemployment, and state loan procedures.

## **Employment and Training**

With increasing concern over the severity of the recession, Congress sought information on job creation and the relative depth of the current recession compared to past recessions. In response, CRS analyzed employment trends before and after the end of previous recessions, countercyclical job creation programs, employment effects of infrastructure spending, and programs available for unemployed workers. Experts examined jobs in the renewable energy efficiency sectors of the economy (“green jobs”). As Congress considered reauthorizing the Workforce Investment Act (WIA, P.L. 111-8), CRS analysts examined issues such as performance accountability systems, performance outcomes, benefits for dislocated workers, summer youth employment programs, the relationship between WIA youth programs and the secondary education system, and federal training programs for green jobs.

## **H1N1 Influenza Pandemic**

When the World Health Organization declared the outbreak of a new strain of influenza, “H1N1,” to be the first pandemic in forty years, CRS quickly analyzed key policy aspects of the new public health threat, including issues such as the scope of federal and state quarantine authority and product liability associated with the use of a vaccine to protect against the new flu strain. CRS analysis showed that emergency



response authorities did not provide a clear source of funding to support federal, state, and local pandemic response efforts. Within one week of the initial outbreak CRS attorneys responded with the first comprehensive examination of the legal questions posed by the pandemic. Analysts and information professionals assisted Congress as it addressed concerns of constituents such as questions about the safety and availability of the pandemic vaccine. They assisted as lawmakers set aside up to \$7.7 billion in emergency funding for pandemic response in the Supplemental Appropriations Act of 2009 (P.L. 111-32). Other work focused on examining U.S. public health and emergency management laws to identify gaps exposed by the pandemic that could hamper the nation's response to future infectious disease threats, including bioterrorism.

### **Food Safety**

Outbreaks of foodborne illness in FY2009 linked to a variety of domestic and imported foods fueled continuing interest in Congress regarding the adequacy of the federal food safety system. As the House considered a major food safety bill (H.R. 2749) focusing on programs administered by the U.S. Food and Drug Administration, CRS analysts provided support throughout all stages of consideration, from reviewing the basics of U.S. food safety programs to comparing and evaluating the potential impacts of various legislative proposals. CRS remained engaged as action shifted to Senate consideration of its bill (S. 510) at the end of the fiscal year.

A portrait of R. Sam Garrett, a man with short dark hair and a goatee, wearing a dark suit, white shirt, and a striped tie. He is standing with his hands clasped in front of him. The background is a light blue gradient with a faint image of the U.S. Capitol dome.

**R. Sam Garrett**  
Analyst in American  
National Government  
4 years at CRS

“The various resources, people, and skills at CRS allow us to assemble a good team to anticipate and respond to the needs of Congress, whether policy, research, or legal questions.”

## Climate Change

Climate change, its impacts on natural resources, and strategies to mitigate those impacts continued to be significant issues for Congress as it considered legislation to limit carbon emissions and respond to climate change. Throughout the year CRS analysts supported Congress with briefings, close consultative work, and examination of climate change issues and related U.S domestic and foreign policy. CRS analyzed problems and opportunities as well as legal issues associated with carbon capture technology and examined how to consider these technologies within the larger regulatory and market frameworks. Legal experts reviewed environmental aspects of interstate compacts and federal and state laws that authorize regulation of Marcellus shale gas development. Among the issues CRS examined was the possibility that the Environmental Protection Agency could determine under the Clean Air Act that greenhouse gas emissions from new motor vehicles contribute to air pollution that endangers public health and welfare.

Other CRS experts helped identify and analyze issues associated with international initiatives on climate change, including analyses of the European Trading System, international energy and climate change policy, and global financing mechanisms for adaptation of technology development. CRS also analyzed the use of a private right of action in trade agreements and kept Congress informed about World Trade Organization disputes in which the United States was a defendant.

CRS analysts supported Congress with briefings, close consultative work, and examination of climate change issues and related U.S domestic and foreign policy.



## Energy Policy

Energy policy was a major concern for Congress in FY2009, both in support of climate change legislation and to improve U.S. energy security and independence and ensure that the nation maintains a sustainable energy supply for economic growth in the future. Among the ways CRS assisted Congress were evaluations of the costs and impacts of shifting the U.S. energy mix toward low-carbon technologies, examination of the requirements for electricity generation and transmission facilities, and review of the economic impacts of the growth of green jobs in an emerging renewable energy sector. CRS assisted in understanding implications and unintended consequences of various energy development strategies and clarified opportunities and liabilities of energy development such as biofuels, alternative fuel vehicles, energy efficiency, distributed energy technologies, nuclear energy, expanded exploration and production, and changing electricity markets. CRS supported Congress as it addressed the interaction of global economics, international agreements on climate change, and energy security. They contributed expertise as lawmakers sought to balance domestic and international policies and at the same time achieve multiple energy and trade goals.

## Automobile Industry in Crisis

The crisis in the automobile industry and subsequent bankruptcies of General Motors, Chrysler, and numerous large auto suppliers confronted Congress for most of FY2009. As the crisis was exacerbated by the economic recession and frozen credit markets, CRS analysts

and attorneys from across the Service provided analyses to Congress regarding loan programs to automakers to support the development of new power technologies; the impact of credit problems on assemblers, suppliers, dealers, and consumers; and the consequences of structural and cyclical declines in the market share of the “Detroit Three.” Other congressional concerns required analyses of employment changes in the auto industry and the effects on states; the bankruptcy process and its effects on the sector as a whole, including workers, suppliers, and terminated auto dealers; and proposals to create a “cash for clunkers” program. Attorneys analyzed the constitutionality of several legislative proposals to “restore” dealership contracts and dealers’ rights under state franchise laws.

### Federal Courts and the Judicial Branch

During Senate consideration of the President’s nomination of Second Circuit Court of Appeals Judge Sonia Sotomayor to a position on the U.S. Supreme Court, nineteen CRS attorneys collaborated by applying their individual areas of expertise to analyze many of the court of appeals decisions of Judge Sotomayor. The Service presented a seminar on the Supreme Court nomination process and historical practice. Attorneys and analysts also assisted Congress with impeachment procedures and precedents in connection with possible impeachment action against two U.S. district court judges.

Analyses of constitutional issues throughout the year included imposing capital punishment for nonhomicide crimes or as a punishment for juvenile offenders and retroactive taxation of



“We have a research service called the Congressional Research Service. It is a neutral, respected adjunct to what we do in the Senate and the House. It carries out significant research.”

Senator Dianne Feinstein

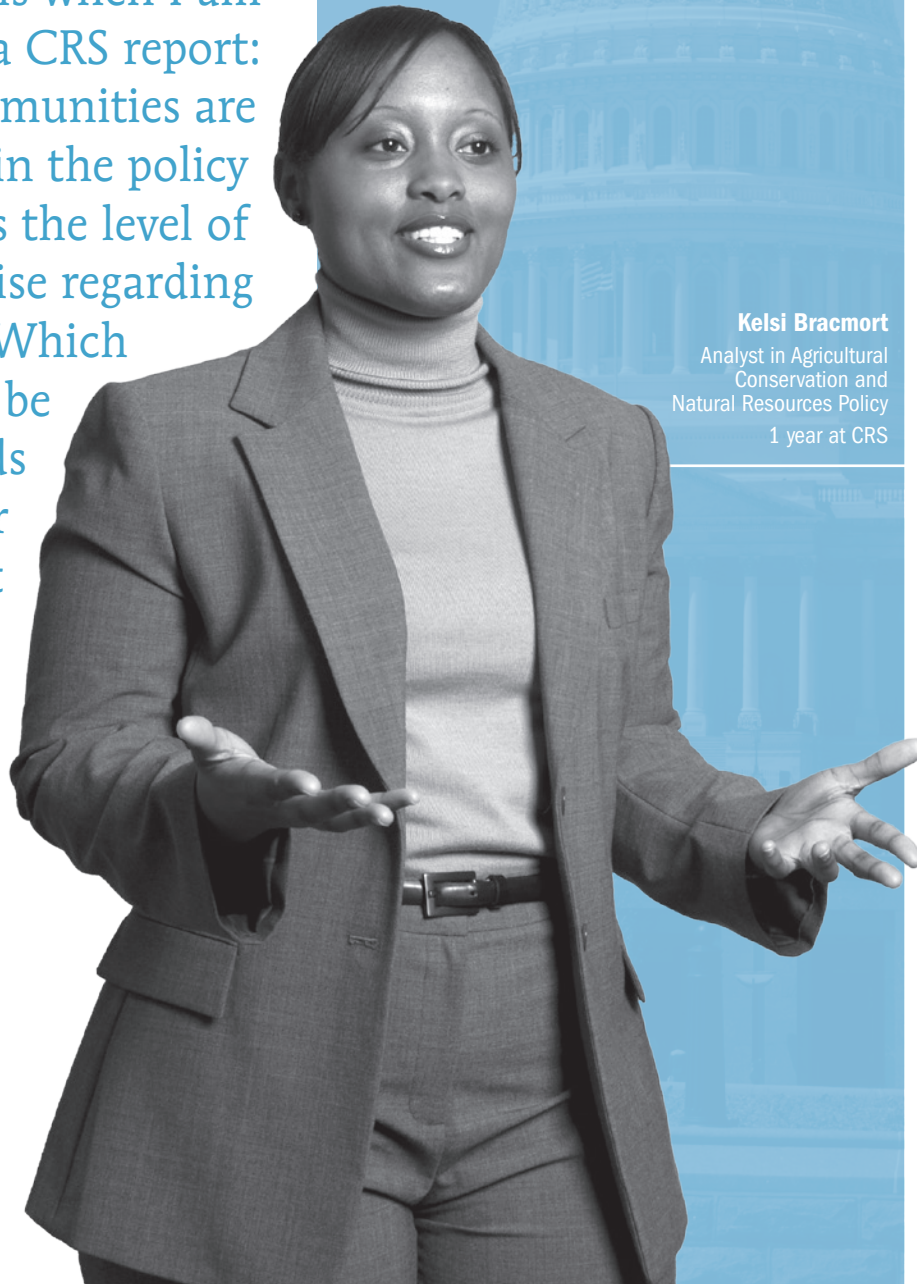
executive bonuses. Other constitutional questions arose from every major area of legislative activity including health care reform, national security, measures to effect an economic stimulus in response to the financial crisis, and criminal law. CRS also updated the *Constitution of the United States: Analysis and Interpretation* for the 2008–2009 term and worked to improve its online accessibility and utility to Congress.

### National Security and Military Law

Several CRS attorneys collaborated on a report addressing the closure of the Guantanamo detention facility. The report was released a week before President Obama’s executive order requiring the closure. In addition to conducting briefings and reviewing legislative proposals regarding the issue, attorneys investigated the rights of wartime detainees to judicial process and addressed standards of treatment for detainees as well as restrictions placed on interrogation and transfer standards by federal statute and treaty requirements. They also proposed substantive and procedural changes to rules for military commissions. They analyzed the congressional role in entering and implementing international security agreements with a focus on Iraq and Afghanistan. Other congressional concerns called for analyses of compensation cases involving foreign countries and wartime reparations, lawsuits against terrorist states, personnel issues related to military benefits for active duty and veterans, and implementation of the Defense Base Closure and Realignment Act (BRAC, P.L. 100-526).



“I ask myself multiple questions when I am working on a CRS report: Which communities are involved in the policy issue? What is the level of client expertise regarding the issue? Which groups may be leaning towards or against, or be indifferent to, the policy concern and why?”



**Kelsi Bracmort**  
Analyst in Agricultural  
Conservation and  
Natural Resources Policy  
1 year at CRS

### **Missile Defense**

CRS continued to provide Congress with key insights into the policy underlying the U.S. missile defense program and its technical capabilities, with a focus on the proposed deployment of interceptors into Poland and the Czech Republic. In consultation with Members and committees, CRS highlighted the technical limitations of the European ground-based system that the Obama Administration subsequently considered in restructuring the program from static, ground-based interceptors to a mobile, ship-based capability.

### **Rise of Mexican Violence**

In late 2008 drug trafficking violence escalated throughout Mexico and along the U.S.-Mexican border. In response, Congress called on CRS to examine causes of the increasing violence; the role and character of Mexico's drug cartels; the flow of guns, drugs, and money; border violence; and possible spillover into the United States. CRS experts analyzed these issues as well as the rising crime and drug activity in Central America and the Merida Initiative. CRS assistance extended to consultations during development of legislative initiatives to address the violence and improve border security. Experts assisted with more than a dozen hearings between March and May 2009, in addition to supporting several congressional delegations to Mexico.

## Foreign Relations, Defense, and Trade

### Global Financial Crisis

When the effects of the financial downturn began to be felt in other parts of the world, leaders of the United States and other major economies launched a series of summits to coordinate responses, stabilize the world economy in the short run, and protect against future crises through reform of international financial institutions and other means. CRS analyzed the impact of the crisis on the European Union, Switzerland, Canada, Latin America, and Russia. The Service briefed lawmakers and their staff on the impact of the financial crisis and conducted a seminar on prevention of another global financial crisis.

When questions arose in Congress concerning international trade and the “Buy American” provisions of ARRA legislation—whether these provisions require certain materials used in projects funded by the legislation to be of U.S. origin and whether the provisions would violate U.S. international trade agreement obligations—CRS analysts studied possible implications of the provisions for U.S. obligations in the World Trade Organization and under U.S. trade agreements.

### Foreign Aid Reform

Problems in foreign aid reform, according to a growing body of advocates, including Members of Congress, are lack of a national foreign assistance strategy, failure to elevate funding aid to be on par with diplomacy and defense, the outdated Foreign Assistance Act of 1961 (P.L. 87-195, as

amended), and a lack of coordination among the many U.S. departments (including Defense) and agencies involved in implementing foreign aid. CRS analysts informed the ongoing debate in Congress about reform proposals, foreign assistance programs and accounts, the Foreign Assistance Act, foreign aid authorization versus appropriations, the role of the Department of Defense, and issues of coordination among foreign aid agencies.

### Spring Supplemental Appropriations (Wartime Supplemental)

Between April and June 2009 the Obama Administration submitted four requests for FY2009 supplemental appropriations, primarily for defense and international affairs to support overseas contingency operations in Afghanistan and Iraq, Department of State operations, and foreign assistance programs for Afghanistan, Iraq, and Pakistan. To support congressional consideration of these requests CRS experts coordinated new analyses of the initial spending requests and corresponding policy issues. They assessed major legislative activity as it developed, reviewed key issues as they arose, and synthesized developments. CRS provided a comprehensive analysis of the origins and issues surrounding the major funding bill that eventually was enacted, the Supplemental Appropriations Act, 2009 (P.L. 111-32), which included \$105.9 billion in supplemental appropriations.

### International Monetary Fund (IMF) Funding and Tariffs

As part of a multilateral response, the United States and other G-20 member nations committed to increase available lending resources to the International Monetary Fund. The U.S. contribution required congressional approval and became a contentious issue between Congress and the Administration, particularly the concern about how U.S. IMF funding commitments should be treated in appropriations legislation. CRS experts prepared detailed analyses of the Administration’s proposal, reviewed previous congressional treatment of U.S. funding to the IMF, and analyzed policy options to shape the legislation. They participated in congressional strategy sessions. Toward the end of the fiscal year Congress called on the Service to examine a controversial proposal to provide preferential tariff treatment for certain goods produced in reconstruction opportunity zones in Afghanistan and Pakistan and imported to the United States.

### Military Procurement

As Congress debated the FY2010 Defense Authorization and Defense Appropriation, CRS provided expert analysis on the impact of the new Administration’s changes on priorities for defense acquisition. These experts examined effects of terminating the F-22 Raptor fighter aircraft program; cancelling the ground vehicle component of the Army’s Future Combat Systems, the VH-71 Presidential Helicopter, the Marine Corps Expeditionary Fighting Vehicle; and the perceived shortfall of Navy fighter aircraft. CRS specialists testified before

committee hearings, briefed Members and staff on the budgetary and military impact of individual programs, and consulted with senior Department of Defense and Administration officials on the economic and military implications of budgetary decisions. In response to congressional inquiries CRS also began a new series of analyses on the U.S. response to cyber threats, particularly threats toward military operations and defense systems.

### **Nuclear Arms Control and Nonproliferation**

CRS assisted with a broad range of nuclear arms control and proliferation issues of concern to Congress. Specialists briefed Members on the range of policy options for the United States regarding the renegotiation of the Strategic Arms Limitation Treaty; reviewed legislation concerning India and the United Arab Emirates, which were seeking civilian nuclear cooperation (“123” agreements) with the United States; and provided in-depth analysis of the Obama Administration’s plan to revive U.S. consideration of the Comprehensive Nuclear Test Ban Treaty. Congress also consulted with CRS on the status of Iran’s nuclear weapons program and its implications internationally.

### **Defense Acquisition Reform**

CRS experts frequently advised Members and their staff on proposed measures for reforming the defense acquisition process. These experts addressed issues debated on the floors of both chambers such as the protest and recompetition of the Air Force’s aerial tanker replacement

program and the creation of dual sources for engines for the Joint Strike Fighter.

### **Defense Contracting**

The Department of Defense (DOD), which typically receives more than half of the federal government’s discretionary appropriations, has been a focus of attention for congressionally directed spending. CRS experts provided consultation as Congress drafted legislation requiring DOD to report on the processes used to award contracts and to explain those that were awarded on some basis other than a competitive or merit-based process. In addition to examining DOD practices in outsourcing its support functions and in contracting for private security services, CRS presented a seminar on legislative approaches to address private security contractors.

### **Horn of Africa**

The growing tension and instability in the Horn of Africa is an area of sustained congressional interest, and Congress called on CRS to analyze a number of cross-cutting issues including internal politics and governance of countries in this region, counter-terrorism and military policy, the role of neighboring countries, and U.S. policy trends. CRS experts examined the growing problem of piracy off the Horn of Africa and accompanying regional, legal, and maritime security issues.

### **Aid to Pakistan**

As debates ensued over U.S. strategy in Pakistan and Afghanistan, Congress enacted the

Enhanced Partnership with Pakistan Act of 2009 (P.L. 111-73), which recast U.S. strategy by providing \$7.5 billion in military and nonmilitary assistance to Pakistan between FY2010 and FY2014. CRS supported Congress during deliberations by updating assessments of political and security implications of proposed U.S. actions and by tracking funding sources and ways in which conditions could be used to guide assistance in several versions of the legislation.

### **North Korean Actions**

Congress called on CRS when North Korea conducted its second underground nuclear test, launched numerous missiles into the Pacific Ocean and the Sea of Japan, abandoned diplomatic talks regarding its nuclear program, and detained two American journalists. The Service drew on its expertise on North Korea to examine internal North Korean politics, implications of North Korean actions for nuclear nonproliferation initiatives, human rights conditions in that nation, and strategies the United States and other nations could use to pressure North Korea to rein in its nuclear program.

### **Honduras**

The exile of President Manuel Zelaya by the Honduran military following heightened polarization and confrontation between the executive branch and other Honduran government institutions split Honduran society and was condemned by the United States and the international community. The outcome has been a protracted political crisis. Within days of the ouster CRS produced an assessment of




U.S.-Honduran relations. Additional support included assistance with a hearing and with several congressional delegations to Honduras. In the months since Zelaya's removal the Service assisted as Congress drafted resolutions offering support to the Honduran people and encouraging a peaceful resolution of the crisis. CRS examined issues stemming from the crisis such as potential effects the situation could have on U.S. businesses, policy tools for implementing sanctions, and implications for political stability in the broader region.

#### **Russia**

In the wake of heightened U.S.-Russia tensions as a result of the 2008 Russia-Georgia conflict, the incoming Obama Administration called for a new dialogue with Russia. Presidents Barack Obama and Dmitry Medvedev pledged cooperation and formed a U.S.-Russia Bilateral Presidential Commission to strengthen consultations and diplomacy. Throughout the year CRS experts provided consultation to Congress in support of five congressional hearings and several congressional delegations.

#### **China, Japan, and Southeast Asia**

As the new Obama Administration outlined its diplomatic approaches to Asian nations, the focus was on broader engagement on several fronts. CRS analysts helped Congress assess the Administration's approaches to growing Chinese influence, including the implications of China's large holdings of U.S. debt and whether the Administration's initiatives for China, such as climate change and green energy, would be

A black and white photograph of Rachel H. Young, a woman with dark hair, wearing a dark blazer over a ruffled top. She is smiling and has her hands clasped in front of her. The background is a blue-tinted image of the U.S. Capitol dome.

**Rachel H. Young**  
Reference Assistant  
23 years at CRS

“Being a reference assistant is a lot like being a research detective. A CRS analyst might need a copy of a particular study, but they only have a reference in an article, not the title or author. I search our electronic databases, track down the author, and negotiate to get the research for the analyst.”

productive. The Service helped develop a better understanding of whether the long-standing U.S.-Japan alliance would be changed by the historic August election that defeated the Liberal Democratic Party and brought a new government. Congressional interest in Southeast Asia centered on Burma, and CRS assisted as lawmakers considered whether a change in the U.S. policy toward the Burmese regime might help the Burmese people and increase U.S. engagement in Southeast Asia.

## Domestic Social Policy

### Student Financial Aid

As Congress considered the Student Aid and Fiscal Responsibility Act of 2009 (H.R. 3221), it turned to CRS for analytic assistance. This proposal would require all future student loans to be made directly by the government under an expanded William D. Ford Federal Direct Loan Program; provide mandatory funding to expand certain postsecondary education programs, such as the Federal Pell Grant Program; and establish and fund school facilities, early childhood education, and community college programs. As legislation developed, CRS analysts prepared estimates of the distributional effects of proposed mandatory increases in funding for Pell Grants, estimates of allocations to states of funding for school facilities aid, and estimates of allocations to higher education institutions of authority to make new Perkins loans.

CRS worked closely with Congress when the Department of Education announced proposed priorities for competitive grant programs authorized by ARRA legislation.



### Elementary and Secondary Education Act (ESEA)

As Congress considered legislation to amend and extend the ESEA, CRS analysts briefed Members and staff on issues ranging from testing and accountability to teacher quality. The Service worked closely with Congress when the Department of Education announced proposed priorities for competitive grant programs authorized by ARRA legislation. CRS experts examined the priorities that introduce a substantial change in federal education policy. In response to growing congressional interest in another matter, “disconnected youth”—loosely defined as young people ages 16–24 who are not working or in school—CRS prepared an analysis of the characteristics of these youth and identified policy implications and options for addressing the disconnection.

### Reauthorization of the Children’s Health Insurance (CHIP) Program

President Obama signed the Children’s Health Insurance Program Reauthorization Act of 2009 (P.L. 111-3) in February 2009—one of the first acts of the 111th Congress—to provide health care coverage to low-income, uninsured children in families with incomes above applicable Medicaid income standards. Throughout the debate leading to enactment of this legislation CRS analysts examined policy issues pertaining to the program’s federal financing, enrollment and outreach strategies, states’ flexibility in program benefit design, and target populations, as well as alternative approaches for the program’s reauthorization. During debate on the legislation

the issue of whether to expand Medicaid and CHIP coverage to legal permanent residents during the first five years after entry to the United States became contentious, as did the issue of what types of documentary evidence would be required. In response to these congressional concerns, CRS experts analyzed noncitizen eligibility for both CHIP and other public benefits.

### **Border Security and Customs**

Congress was active throughout FY2009 in oversight of border security, especially as the date for full implementation of the Western Hemisphere Travel Initiative (WHTI) approached. CRS experts analyzed the potential impact of the controversial WHTI requirement that residents of a Western Hemisphere country (including U.S. citizens) seeking entry into the United States must possess a valid passport. These experts also examined customs-related port security issues to assist in the development of a customs authorization bill introduced as the Customs Facilitation and Trade Enforcement Act (S. 1631).

### **Returning Servicemembers and Veterans**

With the continued American involvement in Iraq and Afghanistan, issues concerning returning servicemembers and veterans remained high priorities for Congress. CRS analysts, attorneys, and information professionals conducted briefings and examined a variety of issues, such as eligibility for veterans' benefits as well as procedures for obtaining these benefits and appealing adverse decisions of the Department of Veterans' Affairs. CRS also fielded questions on effects of



**“The nonpartisan  
Congressional Research  
Service has written several  
reports on....”**

**Representative Gerald E. Connolly**

Agent Orange and benefits for retirees of the National Guard or Reserves known as “Gray Area Retirees.” CRS analyzed and delivered expert testimony on budget enforcement and implementation of the proposal to authorize advance funding for some veterans' health care accounts and provided expert testimony on amendments to the Servicemembers Civil Relief Act (P.L. 108-189). CRS experts accompanied bipartisan staff delegations as Congress considered legislation to merge two medical centers in the Chicago-Great Lakes area, traveled to a medical center in Germany to observe the transfer of medical information, and reviewed operations and maintenance of six American Battle Monuments Commission overseas cemeteries where U.S. war dead are buried.

### **Medicare Part B and the Social Security COLA**

Inflation declined in 2009 after peaking in late 2008. As a result both the Congressional Budget Office and the Social Security Administration estimate there will be no Social Security cost-of-living adjustment (COLA) in 2010 or 2011. Medicare Part B premiums, which are deducted from Social Security benefits, are expected to rise during these same years. A “hold harmless” clause in current law would protect about 75 percent of beneficiaries from increases in the Part B premium that would otherwise reduce their Social Security checks; however, the entire beneficiary share of the increase in Part B costs would be paid by the remaining 25 percent of beneficiaries. This might include high-income beneficiaries, new enrollees, and certain



“In order to understand all aspects of an issue and give objective counsel to Congress, I draw on the extensive physical and electronic resources within CRS, as well as the extensive brain trust of CRS experts, to understand the development of the issue through time.”



**Vivian Chu**  
Legislative Attorney  
1 year at CRS

beneficiaries eligible for both Medicaid and Medicare. CRS identified this issue early on and worked with the Centers for Medicare and Medicaid Services to provide information to Congress on the nature and implications of this unprecedented problem. The Service provided Congress with updated information on projected increases in the Medicare Part B premium, helped explain the calculation of the Social Security COLA and Part B premium, and outlined the consequences of various proposed bills, including the Medicare Premium Fairness Act (H.R. 3631) approved by the House in September 2009.

#### **Pensions and Retirement Income Security**

The economic downturn and sharp stock market declines in 2008 generated concern among current and future retirees and sponsors of defined benefit pension plans. Participants in defined contribution (DC) retirement plans and Individual Retirement Accounts saw declines of up to 40 percent of account balances. CRS experts provided consultation and analytical support on these retirement security issues by estimating, for example, the number of households that might be affected by suspending the Required Minimum Distribution requirement. As Congress considered proposals to increase the number of workers covered by a retirement plan, CRS investigated issues surrounding DC plans. CRS prepared analyses of leakages (hardship withdrawals and loans) from DC plans when Congress considered providing relief to households affected by the economic downturn but who might have to pay a penalty for early withdrawals from their retirement plans.

CRS attorneys briefed lawmakers on legal issues surrounding the investment advice provisions of the Employee Retirement Income Security Act of 1974.

### **Housing Assistance for Individuals and Families**

Congress enacted the Helping Families Save Their Homes Act (P.L. 111-22) to address two distinct functions of housing assistance—preventing mortgage foreclosures and assisting homeless individuals and families. The new legislation prevented foreclosures through establishment of a “safe harbor” for mortgage servicers who make certain types of mortgage modifications, changed the Hope for Homeowners program, and protected renters in foreclosed properties. CRS analysts addressed arguments for and against servicer safe harbors as well as the original structure of the Hope for Homeowners program and the perceived need for changes. The Service also helped develop an understanding of controversies regarding the definition of “homeless individual,” which was changed by the new law, as well as how the complex distribution of funds would differ.

### **FDA Tobacco Regulation**

The Family Smoking Prevention and Tobacco Control Act (P.L. 111-31) gave the Food and Drug Administration new authority to regulate the manufacture, distribution, advertising, sale, and use of cigarettes and smokeless tobacco products. CRS examined the challenges of regulating tobacco products under a public health standard that requires considering the risks and

benefits to the population as a whole. In particular, experts in the Service explored options for the regulation of “modified risk products,” which manufacturers claim reduce the risk of tobacco-related disease or reduce exposure to potentially harmful substances. CRS attorneys monitored tobacco litigation and analyzed legal issues associated with the legislation. Chief among these were potential First Amendment concerns with banning outdoor tobacco advertising within 1,000 feet of a school or playground and federal preemption of state tobacco labeling and advertising regulations.

### **Health Information Technology**

When Congress enacted the Health Information Technology for Economic and Clinical Health Act as part of ARRA legislation, CRS staff provided legislative support and policy analysis in several key areas. CRS researched federal Health Information Technology (HIT) programs and standard-setting activities before enactment of the new law and examined the potential impact of the legislation on those efforts. The Service reviewed barriers to HIT adoption, evaluated the potential distribution and impact of HIT incentives, and explored implications of differing eligibility criteria for Medicare and Medicaid bonus payments to providers that use electronic health records technology. CRS analysts studied the policy and legal implications of strengthening the federal health information privacy and security standards, including the interaction between federal and state privacy law.

## **Government and the Economy**

### **Congressional Administration**

The sound administration and management of Member offices and other institutions within the legislative branch are essential to Congress as it carries out its legislative, oversight, and representational responsibilities. Congress sought CRS assistance on a wide range of such administrative matters during FY2009. Among them were committee funding, lobby registration and disclosure, congressional ethics, the duties of chamber officers, the opening and closing of Member offices, the creation and uses of congressional advisory commissions, congressional staff training, Capitol Hill security, and the administration of capitol greening programs. During the year, CRS prepared studies and conducted briefings in each of those areas. For example, CRS examined the history, authority, and procedures of the Office of Congressional Ethics and analyzed administrative issues pertinent to the Green-the-Capitol program and operations of the Capitol Power Plant.

### **Continuity of Congress**

Members of the 111th Congress expressed ongoing interest in addressing emergency preparedness in the legislative branch, particularly preparations to ensure the continuity of congressional representation. CRS support included testimony on continuity proposals introduced since 2001, analysis of similarities between measures introduced during the cold war and post 9/11, and briefings on telework as a component of emergency preparedness in the

event of an emergency such as a severe pandemic flu outbreak.

### **Judiciary**

CRS experts analyzed the roles of the President and the Senate during the Supreme Court nomination process, including floor procedure, and information professionals prepared background information on Supreme Court Justices from 1789 to the present. Congressional inquiries regarding judicial powers called for consultations with CRS analysts on judicial administration, the nomination and confirmation of lower court judges, appropriations needed by the federal judiciary, pros and cons of televising federal court proceedings, measures needed to ensure the security of the courts, and workload requirements of federal courts that might justify the creation of additional judgeships.

### **Congressional Appropriations Process**

As the 110th Congress ended, CRS budget process specialists assisted Congress during discussion of possible congressional action on appropriations acts in the absence of floor action on regular appropriations bills for FY2009, including the duration and content of continuing resolutions in recent years, past practices in the use of omnibus appropriations measures and long-term continuing resolutions, and the impact of continuing resolutions on agencies. This work continued during consideration of 2010 appropriations measures.

### **Congressional Inter-parliamentary Assistance**

The Service provided ongoing support to the House of Representatives Office of Inter-parliamentary Affairs, an organization within the Speaker's Office that offers assistance to members of parliaments in newly emerging democratic nations. Activities included regular briefings for visiting foreign lawmakers on such issues as options for internal governance, legislative procedures, information and analytic resources, and organizational structures for enhancing the development of these national legislatures. Pursuant to congressional requests, CRS experts accompanied congressional delegations visiting foreign legislatures in emerging democracies to share their expertise with counterparts on such issues as the use of procedural methods to achieve legislative purposes and the development of research and information support within legislatures.

### **Debt and Deficit**

Following enactment of economic stimulus legislation congressional attention included a focus on the budget process and concerns about the increase in spending and what the long-term effects would be. CRS finance analysts addressed the budget request from the Obama Administration and the budget resolution. These experts provided briefings and updates to inform the congressional debate about the significance of the amount of spending and associated deficits created by the stimulus and other financial rescue legislation.

### **Energy Incentives and Tax Provisions**

Analysts fielded numerous congressional questions regarding tax benefits for consumers of energy-efficient property, including appliances, corporate incentives to generate renewable energy sources, manufacturing deductions for renewable energy, and profits of oil and gas producers.

### **Election Reform**

CRS provided support during committee hearings on various election reform proposals after the 2008 presidential election, particularly analyses of legislation and in-person briefings to discuss options. For a hearing and markup of military and overseas voting legislation, CRS experts analyzed draft legislation and conducted a survey of military and overseas voting that took place in 2008. The Service assisted during consideration of several other election reform bills, such as the Absentee Ballot Track, Receive, and Confirm Act (H.R. 2510) and the Military and Overseas Voter Empowerment Act (S. 1415).

### **Campaign Finance**

CRS analysts and legislative attorneys supported Congress as it addressed tax-exempt organizations and their associated political activities. These experts provided analyses and briefings as lawmakers addressed public financing legislation; legislation that would affect campaign spending following a candidate's death; and issues related to the organization, membership, and operations of the Federal Election Commission.



## Emergency Management and Homeland Security

CRS analysts worked closely with Congress on national preparedness and disaster recovery and mitigation as well as first responder grant-in-aid funding and federal financial assistance after catastrophic disasters. These experts consulted with Congress as it discussed protection of federal buildings and personnel, federal coordination of disaster recovery, and timeliness of recovery efforts. CRS also provided analytic support during congressional reconsideration of the role and mission of the Homeland Security Council, which was statutorily established by the Homeland Security Act of 2002 (P.L. 107-296), and its relationship with the National Security Council under the new Obama Administration.

## Government Information Policy

Congress called on CRS experts regarding information access policies and practices of the federal government, including implementation, administration, and adequacy of the Freedom of Information Act (FOIA, P.L. 89-554, 80 Stat. 383, as amended); the applicability of the Federal Advisory Committee Act (FACA, P.L. 92-463, as amended) to various proposed or existing interagency and advisory panels; and the adequacy of existing policies and laws to preserve electronic records and communications of the federal government. Analysts also examined funding for presidential libraries and reviewed statutory and policy changes to the Presidential Records Act (P.L. 95-591, as amended), which governs the preservation of and access to the records of former presidents.

**Shayerah Ilias**  
Analyst in International  
Trade and Finance  
2 years at CRS



“The value-added of CRS to Congress is that we provide a balanced analysis of issues. In order to ensure that my work is balanced, I draw on multiple sources offering various perspectives and consult with a diverse range of public policy stakeholders.”

### **Federal Financial Management**

Congress sought analytic assistance as it addressed federal financial management issues, particularly the prevention of waste, fraud, and abuse. This included improper payments, recovery auditing, federal cash management practices and policies, and agency travel card programs. CRS also analyzed past initiatives and future prospects for federal financial management reform.

### **Inspectors General (IGs)**

CRS assisted lawmakers in their oversight of the implementation of the Inspector General Reform Act of 2008 (P.L. 110-409), the first major change in this authority in twenty years, and analyzed proposed changes in the status of IGs in financial service agencies (H.R. 855, 111th Congress). CRS also supported Congress as it added an IG role in the intelligence community and considered removals of incumbent IGs in certain agencies as well as restrictions on their tenure.

### **Federal Personnel**

Analysts prepared reports and briefed Members on federal personnel management issues, ranging from changes in the number of human resource management staff in federal agencies to possible changes in the statutory authority of the Office of Personnel Management (OPM). Analytic studies addressed such matters as the delegation of personnel authorities from OPM to individual federal agencies and the conversion of political, noncareer positions to career civil service positions.

CRS economists analyzed the financial losses of the credit union system and the potential impact of the losses on the financial stability of retail credit unions.



### **Federal Pay**

In response to congressional inquiries on patterns of federal pay, CRS analyzed changes in the federal workforce during the previous ten years and presented data by agency, occupation, pay system, age, gender, minority composition, and on average salaries by agency and pay system. Other inquiries led the Service to analyze data on the highest paid federal employees (those with basic pay of more than \$180,000 in 2008), arrayed by agency and occupation. A CRS study of performance management and pay for Transportation Security Administration screeners contributed to the development of the proposed Transportation Security Workforce Enhancement Act of 2009 (H.R. 1881), which was reported out of committee near the end of FY2009.

### **Corporate Credit Unions**

Losses from corporate credit unions' holdings of mortgage-backed securities and other assets prompted Congress to address the government's provision of financial assistance to the troubled corporate credit union system. CRS economists analyzed the financial losses of the credit union system and the potential impact of the losses on the financial stability of retail credit unions.

### **Small Business Administration**

CRS provided close consultative support as committees prepared for hearings and markup on reauthorization of the Small Business Administration's many programs, including its 7(a) Loan Guaranty Program and the 504 Certified Development Company Loan Program. The Service's experts analyzed the federal government's



procurement preference and set-aside programs for small businesses, the efficacy of federal tax policy in promoting small business growth, and the agency's effectiveness in providing these businesses enhanced access to capital. Other issues of concern were implementation of the small business economic stimulus provisions contained in the ARRA, and the potential impact of health care reform on small businesses. CRS attorneys analyzed court decisions affecting federal contracting programs for these businesses.

### **Tax Expenditure Compendium**

CRS analysts prepared the latest edition of *Tax Expenditures*, a document of more than 900 pages that provides an authoritative compendium of revenues forfeited by the federal government resulting from policy-related tax provisions.

## **Resources, Industry, and the Environment**

### **Global Food Security**

The plight of more than 900 million people in poor and developing countries who lack sufficient food for an active and healthy life led the 111th Congress to consider legislation that would strengthen U.S. efforts to enhance global food security. CRS experts provided research and analysis as legislation to expand U.S. assistance to agricultural development in poor countries (S. 384) was introduced. CRS provided additional support during consideration of related bills: one bill authorizing increased resources for agricultural development (S. 3077) and another



“I want to share a few examples of the true impact of continuing resolutions, taken from a memo prepared by the Congressional Research Service....”

Senator George V. Voinovich

proposing a comprehensive approach to enhance global food security (H. 2817).

### **Infrastructure and Energy**

Before the economic stimulus legislation (ARRA) was enacted, CRS analysts anticipated the amount of attention infrastructure development would receive and contributed expertise in a wide range of infrastructure areas, including water and wastewater, transportation, schools and public buildings, as well as the potential for job creation and overall benefit to the economic recovery. CRS also analyzed potential energy programs and efforts in the energy funding provisions in ARRA, including energy efficiency and renewable energy, electric transmission planning and infrastructure, education and training in energy technologies, and basic energy research. CRS also provided detailed analysis on a number of energy-related tax provisions.

### **Geospatial and GIS Issues**

The federal government and policymakers increasingly use geospatial information and tools like Geographic Information Systems to produce floodplain maps, conduct the census, and respond to natural disasters such as wildfires and hurricanes. During the 111th Congress CRS analysts were asked to examine and analyze current issues and future challenges facing the federal geospatial enterprise: coordination between and among agencies, dissemination of information, cost, and sharing with local and state institutions. The Service assisted lawmakers develop a better understanding of the inherent complexities and helped them compare and





“An important way we serve Congress is by preparing estimates of how funds awarded through formula grant programs are allocated to states and localities.”

**Dave Smole**  
Specialist in  
Education Policy  
8 years at CRS

evaluate legislative options such as the Federal Land Asset Inventory Reform Act (H.R. 1520) and the AmericaView Geospatial Imagery Mapping Program Act (H.R. 2489 and S. 1078). CRS also provided geospatial analysis in several instances such as developing an accurate representation of the federal lands in a portion of Nevada that was more accurate than what was available from the federal land management agency.

### Water Policy

Congress frequently must respond to a variety of natural hazards involving water resources on a regional or national scale. CRS analysts assisted lawmakers working on diverse issues such as the Florida Everglades, the Chesapeake Bay, the Great Lakes, Coastal Louisiana, and the California Bay Delta to find similarities in the biological and institutional challenges facing these areas. The Service helped Members as they developed legislation to address water supply, water quality, and species decline issues surrounding declining ecosystems; for example, P.L. 11-111, the omnibus public lands act that aims to restore the San Joaquin River and its historic salmon fishery.

CRS experts also assisted legislators in developing and analyzing programs to address recurrent problems, including institutional issues such as the patchwork of laws, regulations, compacts, and executive orders affecting management of water resources. For example, concern about the availability and use of water to support people, the environment, and the economy has bolstered interest in establishing a national water commission. CRS analyzed

the 1973 National Water Commission recommendations and how the issues it identified have evolved. The commission structure proposed in recent legislation (e.g., H.R. 135) is similar to that of the earlier water commission.

Two Supreme Court decisions, in 2001 and 2006, are widely viewed as having narrowed the pre-2001 interpretation of the Clean Water Act's reach (P.L. 92-500, as amended), prompting introduction of bills in each Congress since 2001 to restore the pre-2001 interpretation. CRS attorneys assisted Congress as it considered bills to define "waters of the United States"—the Clean Water Act phrase setting the geographic reach of that statute.

### Science and Technology

Science and technology—from research funding through development to applications—has an impact on many issues of interest to congressional policymakers. CRS supported Congress throughout the year on a number of areas of concern. As Congress addressed national security, the Service examined new nuclear and radiation detection technologies, analyzed existing and planned federal laboratory construction, and testified on the U.S. global nuclear detection architecture. Experts provided assistance with hearings on the Department of Homeland Security by preparing possible questions and lists of potential witnesses. CRS analysts also worked closely with Congress on telecommunications and Internet policy, the transition to digital broadcasts, spectrum-related issues such as the creation of a national 911 emergency response system, protection of new

technological innovation and intellectual property rights, and availability of lower-cost versions of biopharmaceuticals.

### Aviation Policy

CRS worked with Congress as it explored issues including inadequate financing mechanisms to support national airspace systems and infrastructure improvements, capacity constraints, options for mitigating environmental impacts of aviation operations, and options to improve safety and security. Authorization for Federal Aviation Administration functions, programs, and funding mechanisms expired at the end of FY2007, but have continued through a series of temporary extensions to existing revenue collection authority. P.L. 111-69 was enacted to authorize Aviation Trust Fund revenue collection and aviation programs until the end of calendar year 2009. The Service provided analyses of aviation financing mechanisms; deployment of NextGen air traffic modernization technologies; and numerous safety, environmental, and airline industry issues.

### Surface Transportation Policy

The existing transit program authorization expired on September 30, 2009, with the highway account of the Highway Trust Fund facing an ongoing financial shortfall that required Congress to transfer Treasury General Funds of \$8 billion at the end of FY2008 and \$7 billion at the end of FY2009 to keep the program going. CRS analysts supported lawmakers on issues ranging from finance for highways and transit, transportation demand and congestion, to physi-

cal infrastructure conditions, highway safety, and transportation effects on the environment.

## Law and Justice

### Immigration and Border Security

CRS analyzed issues related to immigration benefits (e.g., visas and legal permanent residence status) such as proposed legislation concerning naturalization based on military service, immigration benefits for relatives of military personnel, and issues not addressed by existing statutes. Congress called on CRS attorneys to examine other issues such as clarification of what administrative or legislative action may be required to ensure relevant agencies have authority to undertake enforcement regarding nonimmigrant labor visas. Congress turned to CRS attorneys as it considered immigration legislation on a range of additional issues: regulations for granting asylum, grounds for inadmissibility or deportation, and alien smuggling.

CRS analyzed the scope of the Secretary of Homeland Security's authority to waive any law impeding construction of the border fence and the potential legal avenues for halting construction of the fence. Attorneys analyzed the Department of Homeland Security's search policies, the required distance from the border that the Customs and Border Protection agency can maintain checkpoints and conduct border searches, and the legality of searching the contents of laptops at the border.

## Government Procurement

Responding to congressional inquiries about contractor misconduct and the alleged contracting out of inherently government functions, CRS attorneys and policy analysts were called upon to address debarment and suspension of government contractors, responsibility determinations, and the definition of inherently governmental functions. Controversy over the award of the contract for the aerial refueling tanker focused lawmakers' attention on bid protests. CRS responded by providing briefings on legal ramifications and by analyzing the Government Accountability Office's expanded jurisdiction to hear protests and other procurement issues. To assist with committee hearings or investigations on possible contracting reforms the Service's attorneys briefed Members and staff on key issues in government contracting such as competition, contract types, service contracting, green procurement, and interagency contracting.

## Political Activities of Tax-Exempt Organizations

Following the 2008 general election Congress focused on the role of tax-exempt organizations, particularly entities related to the Association of Community Organizations for Reform Now, in federal elections. CRS attorneys prepared legal analyses of the complex intersection of federal campaign finance, congressional ethics, and tax law applicable to such organizations and the constitutional implications of regulation in this area. The attorneys also examined the question of nonprofit organizations that receive federal grant funds and their political activities, including voter registration activities.

CRS legislative attorneys assisted in interpreting federal laws related to creating a wildlife refuge from donated land, including deed restrictions, pollution laws, and refuge policies.



## Ethics

CRS provided legal analysis and testified at a hearing examining efforts to amend the Hatch Act (P.L. 76-252) as it applies to state and local government employees: specifically, lawmakers questioned whether such employees whose work is connected with a federally funded activity should be allowed to run for public office in small communities. Other ethical concerns arose concerning the authority of the Senate to seat, or refuse to seat, a Member-elect or a Member-designate (appointed by a Governor), and the procedure and precedents for the Senate to examine the selection of someone to the Senate before seating that person as a Senator.

## Natural Resources and Environment

CRS attorneys assisted Congress in developing an improved understanding of how legislation could be used to address rulemaking, notably regarding the Endangered Species Act (P.L. 93-205) regulations and special consideration for the polar bear. These attorneys kept Congress informed on court decisions affecting areas of congressional interest, such as gray wolf regulation, the impact of Navy sonar use on whales, roadless areas in national forests, and handgun rules in national parks. Legislative attorneys assisted in interpreting federal laws related to creating a wildlife refuge from donated land, including deed restrictions, pollution laws, and refuge policies. The attorneys performed the role of a neutral party in the year-long negotiations that resulted in a new wildlife refuge.



### Nuclear Waste

The Nuclear Waste Policy Act (P.L. 97-425) required that the Department of Energy begin taking possession of nuclear waste from electric utilities for transport to a federal repository no later than 1998. Because this agency has not begun to do so, Congress called upon CRS legislative attorneys to analyze the federal liability resulting from the United States' delay in taking charge of such waste.

### Interstate Water Dispute

The Service briefed Congress and provided analysis of legal issues related to the interstate water dispute arising in the Apalachicola-Chattahoochee-Flint River Basin. CRS examined a federal court decision that directed the Corps of Engineers to seek congressional authorization before continuing its current operation at Lake Lanier. CRS also analyzed the role that Congress might play in the resolution of the conflict in light of the court's decision.

### California Drought

CRS analyzed legal issues related to the California drought and ongoing concerns about water supply in the state. Attorneys offered legal and policy options for future actions to address water shortages as well as the impact of state water laws on federal involvement.



“And it’s not just a theory that I have. It’s not just me personally. I mean, let’s listen to our own Congressional Research Service. They said....”

Representative Jeb Hensarling



CRS spearheaded a number of initiatives in FY2009 to improve operations and refine processes with the goal of better serving the congressional audience.

## Strategic Planning

In FY2009 CRS continued implementing agency-wide strategies and targets for meeting the broad goals defined in the Library of Congress strategic plan for FY2008–FY2013. The performance measures support both Library of Congress goals and the CRS mission, with a focus on the relevance, quality, and accessibility of CRS work and expertise, as well as management initiatives to ensure that CRS resources are used efficiently and effectively. CRS performance as an agency is also linked to the CRS budget and the individual performance assessment system.

The Service maintains a strategic focus, for example, in ensuring that its research agenda addresses the policymaking needs of Congress, enhancing congressional access to CRS work and expertise, fostering collaboration among researchers in different disciplines to ensure comprehensive coverage of policy issues, and supporting staff professional growth.

## New Design for the CRS Web Site

CRS launched a redesigned Web site in September 2009. The site has a new, updated look with content arranged in a fashion that enables congressional users to more easily navigate the site and find CRS products, services, and experts. The technology underlying the site will make it easier to add content and functionality and to integrate the CRS portfolio of products and services. The CRS Web redesign team sought user opinion throughout the redesign effort from both Congress and CRS, and that feedback will be a prominent part of planning



The Service maintains a strategic focus in ensuring that its research agenda addresses the policymaking needs of Congress.

new features and functions to enhance the usefulness of the site for congressional users.

The vision for the Web site is for it to be the primary online resource that Congress relies on for objective and authoritative expertise to inform its legislative work. The Service identified specific objectives of the redesign effort: enhance the organization, integration, and perceived value of the Web site; project the CRS reputation for objectivity and professionalism commensurate with the CRS statutory charter; promote awareness and use of the unique range of products and services CRS offers to the congressional community; and innovate with new online capabilities that enhance the delivery of content to targeted congressional audiences. CRS is committed to delivering to Congress a high-quality, online experience that reinforces the CRS mission of contributing to and supporting an informed national legislature.

## Section Research Managers

Section Research Managers (SRMs) participated in developing the CRS research agenda for the 111th Congress. They worked with analysts in their sections and collaborated across sections and divisions to deliver to Congress an array of products aligned around the key public policy issues deemed likely to be on the legislative agenda. In this first full year that SRMs worked together their collegiality and cooperative spirit contributed to a more collaborative environment at CRS.

SRMs were also actively involved in a number of CRS work groups. They participated on a team developing a proposed telework program for the Service and a team prioritizing CRS spending and



budget choices in preparation for the FY2010 CRS operating plan. SRMs served on two teams with longer-term assignments: one reviewing CRS workforce composition to determine the staffing capacities needed to fulfill the Service's mission, and another examining the policies, practices, and tools CRS has in place to maintain a flexible workplace. As part of the introduction of the SRMs to CRS last year, several working groups of SRMs were formed and continue to review the CRS promotion and performance evaluation systems, orientation and mentoring of new staff, and professional development.

## Legislative Information System: Strategic Analysis

CRS and the Library of Congress jointly initiated a major multi-year initiative to review the Legislative Information System (LIS) of the U.S. Congress. The goal is to develop a new strategic direction for the LIS and identify enhancement opportunities. The collaborative LIS Strategic Analysis Project will engage external partners such as the House Clerk's Office, the Secretary of the Senate, and stakeholders within CRS and the Library. The LIS provides Members of Congress and their staff with access to authoritative, timely, and extensive legislative information. Since its launch in 1997, work on the LIS has been a coordinated effort between CRS and the Library. The collaboration has served as the basis for maintaining the LIS program, and it will serve as the framework for this project.

The project consists of four key strategy areas: analyzing opportunities and developing a strategic

The Legislative Information System provides Members of Congress and their staff with access to authoritative, timely, and extensive legislative information.



plan, architecture designs, and roadmaps; confirming, developing, and implementing LIS 2.0; providing operational support and enhancements to the current LIS system; and ensuring a reliable and secure LIS technical environment. The project will define a strategic position for the LIS program that provides a sustainable advantage over competing legislative information.

## Authoring and Publishing System

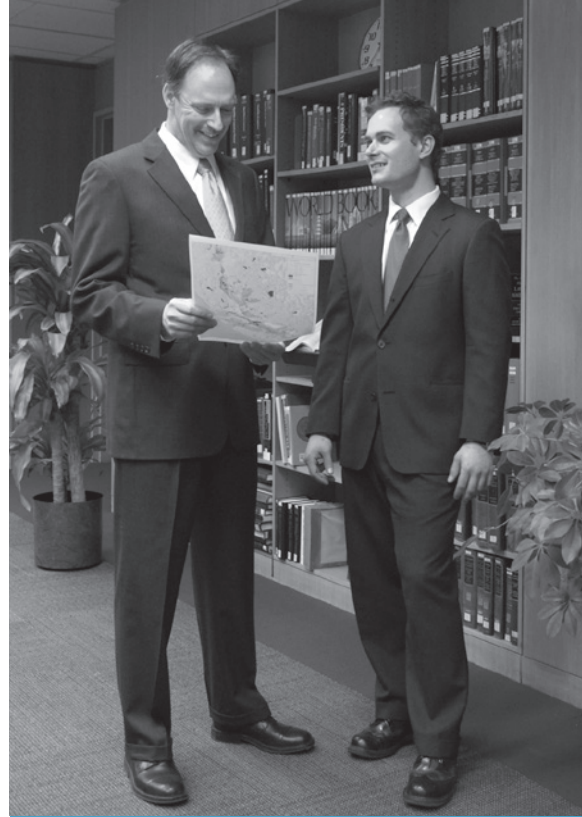
The Authoring and Publishing (A&P) system, launched in December 2008, features a customized authoring tool based on Microsoft Word and an improved process for displaying PDF and HTML versions of products. As part of the transition to the A&P system all of the CRS active reports and many of its archived products were converted from a legacy platform based on Corel WordPerfect to the new Microsoft Word format. The A&P system streamlines preparation, display, and maintenance of research products and makes it easy for CRS authors to use figures and graphs, hyperlink to reports and legislation, and create footnotes and cross-references. With this A&P tool CRS has improved consistency within and among reports. CRS staff trained as A&P coaches assisted analysts in each division and helped ease the transition to the new system. An A&P upgrade launched in June 2009 enhanced a number of internal capabilities to assist in preparing reports including an improved ability to create table notes and PDF files. The upgrade also supports the editing and publishing activities of the CRS Electronic Research Product Office.

## Mercury System Request and Research Management Tool

In July 2009 CRS successfully launched the Mercury request and research management tool. Based on a customized off-the-shelf client relationship management system, Mercury provides analysts, information specialists, and CRS management with a flexible, collaborative tool for supporting the work of Congress. It provides for the intake, assignment, and tracking of requests as well as facilitates collaborative workspaces enabling cross-divisional work. At the end of the fiscal year Mercury was in full use throughout the Service. Mercury coaches were available as training resources in each division following its launching. Staff from across the Service assisted the project by identifying best practices and offering suggestions for system improvements. Future enhancements to the system were in the planning stages at the end of the year.

## Geographic Information Systems (GIS) Capability

The CRS Data Program is a Knowledge Services Group initiative that expands the realm of quantitative analysis across geospatial and graphical applications and thereby delivers new tools in support of public policy issues for Congress. In FY2009 the Data Program hired a GIS analyst and began offering GIS analysis: data acquisition, evaluation, management, and mining; systematic analysis for reports generated automatically; and liaison services for data and GIS projects within the Library and in other branches of the federal government. Examples of CRS analysis



Mercury provides analysts, information specialists, and CRS management with a flexible, collaborative tool for supporting the work of Congress.

augmented by GIS include location maps and state-wide counts of United States Postal Service post office facilities identified for optimization or consolidation, locations determined to be in nonattainment of air quality standards for fine particulate matter, and Afghanistan and Pakistan reconstruction opportunity zones.

## Development of Information Resources

The Knowledge Services Group (KSG) of information professionals created resources throughout the fiscal year that enhanced CRS responses to Congress. Among these contributions were a comparison of the composition and responsibilities of the various boards and commissions called for under the Emergency Economic Stabilization Act (P.L. 110-343); a product compiling authoritative Web pages on federal and state Web sites and nongovernmental studies, reports, and databases regarding the American Recovery and Reinvestment Act of 2009 (ARRA, P.L. 111-5); and a Web-based product providing biographical and background information, including legal opinions, of then-Supreme Court nominee Sonia Sotomayor. KSG also created internal research tools to assist CRS staff with their research: a tracking system to record executive orders since the beginning of the Obama Administration, a database tracking President Obama's nominations, and a committee assignment database beginning with the 111th Congress.



## Appendixes

### **33**

FY2009 Budget, Resources,  
and Other Funding

### **34**

Human Resources and Staff Development

### **37**

Types of CRS Support to Congress:  
Research Services and Products

### **41**

CRS Organizational Structure



## FY2009 Budget, Resources, and Other Funding

In FY2009 CRS had an authorized staffing level of 675 full-time equivalents and an appropriation of \$107,323,000 available for expenditure. Approximately 89 percent of the fiscal year's expenditures supported staff salaries and benefits.

CRS received the second payment of \$60,000 on a \$168,000 three-year grant from the John D. and Catherine T. MacArthur Foundation to enhance CRS's analysis of patent and intellectual property policy issues. CRS also received \$112,000 from The Pew Charitable Trusts in FY2009 in partial support of *Legislative Issues and Procedures: The CRS Seminar for New Members*, the official public policy orientation for newly elected House Members of the 111th Congress. Held in January 2009, the seminar provided an overview of the policy issues likely to be on the legislative agenda for the 111th Congress, as well as an introduction to legislative procedures. (This program was also supported by grants reported on in FY2008 from the Henry Luce Foundation and the Joyce Foundation.)



# Human Resources and Staff Development

During FY2009 CRS filled several key leadership positions as well as a number of research and infrastructure positions. CRS also continued to expand its participation in various minority recruitment and hiring programs. In its continuing effort to roll out enhanced performance management tools to all staff, a performance assessment system (PAS) was completed for senior-level researchers, to be rolled out in FY2010. CRS provided training on the performance management process to assist new managers, supervisors, and staff in the development of performance and individual development plans (IDPs) that are required of all staff. CRS also completed the implementation of a mentoring program that is now offered to all new staff.

## Performance Management

CRS continued to introduce electronic tools and other guidance to help staff better understand the performance management process. By the end of the first quarter of the fiscal year PAS had been implemented for all research division analytical staff. This completed the rollout of performance standards for most CRS positions. These performance standards provide staff with examples of expected behaviors typical of various levels of job performance. The initiative also included emphasis on the electronic tool to be used to document and process performance plans and IDPs.

Training sessions were held early in the fiscal year with several refresher briefings offered for all levels of staff during the last quarter of the fiscal year. Feedback received from managers and staff continued to be overwhelmingly positive. CRS efforts were begun both to achieve 100 percent participation in the performance planning and IDP process and to measure the effectiveness and impact of these initiatives on staff learning and performance in FY2010, one year after full implementation.

CRS continued to move ahead with this initiative to emphasize its commitment to the goals of maintaining a continuous learning culture in a high performing organization and to engage current staff fully in their own professional development. At the same time, this effort is preparing the Service for the implementation of the Library's automated performance management system, which is projected to be introduced Library-wide in late FY2010.

## Recruitment and Selection

CRS brought in sixty-nine staff to fill permanent and indefinite positions in the Service's research divisions and offices, including three Assistant Directors, a Chief Information Officer, an acting Deputy Assistant Director, and three Section Research Managers. The sixty-one other professional and administrative hires represent a variety of analytical disciplines as well as information technology: Geographical

Information Systems analysis; communications, writing, editing, and public affairs; and financial, administrative, and management specialties. A minority man was hired noncompetitively through the Library's Work-Study Program, and a minority woman was selected under the CRS Career Opportunity Plan, a program designed to offer on-the-job training and upward mobility opportunities for current staff. Of the permanent, indefinite hires, forty-five are women (65 percent) and twenty-two are minorities (32 percent). The Service also hired twenty-nine temporary staff. Of the temporary hires, sixteen (55 percent) are women and eighteen (62 percent) are minorities. Throughout the year, a total of thirty-five volunteer interns assisted professional CRS staff by providing research and reference support in response to public policy-related issues and questions.

Indefinite hires included two women and one man selected from the federal Presidential Management Fellows (PMF) Program—one Fellow from the Class of 2008 and two Fellows from the Class of 2009. The PMF Program is the highly competitive program administered by the U.S. Office of Personnel Management (OPM) designed to attract the nation's top graduate students to careers in public service. Three other selections, including one woman and one minority man, were made under the Service's Law Recruit Program, a program designed to recruit third-year law students for entry-level legislative attorney positions.

CRS also hosted four PMF participants from other agencies to serve on rotations in the CRS

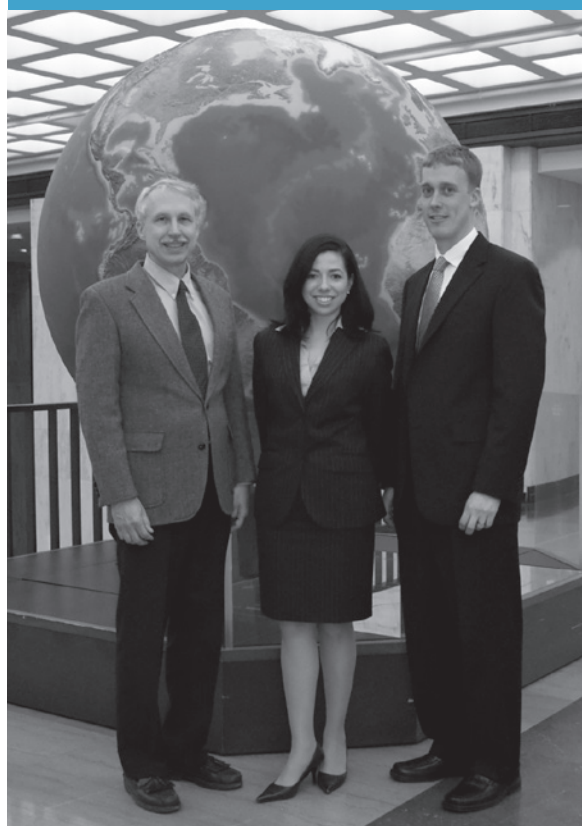
research divisions. One Fellow joined CRS permanently through a re-appointment. CRS also brought in two detailees under the auspices of the U.S. Air Force Research Fellows Program.

## Diversity Efforts

Through the partnership programs associated with its Student Diversity Internship Program, CRS hired sixteen undergraduate and graduate student interns (eight women and eight men) during the summer of 2009. Five students were from Historically Black Colleges and Universities (Morehouse College and Spelman College), seven were affiliated with the Hispanic Association of Colleges and Universities National Internship Program, two with the United Negro College Fund's Institute for International Public Policy, one with the Congressional Black Caucus Foundation, and one with the Thomas Jefferson School of Law.

CRS continued to expand the pool of minority recruitment sources from which it draws when advertising permanent professional and administrative positions, and to develop strong ties with various groups and organizations to promote CRS positions more effectively. New efforts during FY2009 included partnering with the American Society of Hispanic Economists and with the Congressional Hispanic Staff Association. CRS also continued its participation in recruitment and career-related events sponsored by minority organizations such as the Congressional Hispanic Caucus Institute and the Congressional Black Caucus Foundation.

CRS continued to expand the pool of minority recruitment sources from which it draws, and to develop strong ties with various groups and organizations to promote CRS positions more effectively.



## Staff Training and Professional Development

The CRS Office of Workforce Development offered a number of on-site professional development opportunities for staff. These included standard offerings on *Communicating Effectively with Congressional Clients*; *Appropriations and the Budget Process*; *Professional Writing*; *Critical Thinking*; and *Reviewing Other People's Writing*. CRS also offered staff the multi-course Legislative Process Institute. These courses represent the core curriculum for staff hired into the analyst career ladder positions.

The Office of Workforce Development continued the lunchtime discussions program that provides CRS staff with an opportunity to form networks with colleagues and learn about current-event topics. These often included the same issues that are of interest to Congress. Typically CRS expert policy analysts lead these lunchtime discussions. FY2009 discussions included *The \$9 Trillion Bailout*; *Preparing for a Congressional Briefing*; and *Graphics Services*.

## Staff Recognition

It is CRS policy to acknowledge the superior performance of its employees. An effective recognition program contributes to maximum staff performance and to the achievement of the mission and goals of an organization. In keeping with that policy, during FY2009 the CRS Staff Recognition Advisory Board continued its examination of the staff recognition programs and



made recommendations to enhance these programs to increase staff motivation and employee engagement while ensuring consistency and fairness across the Service.

During the fiscal year 264 CRS staff members received 363 special achievement awards (some received more than one award), and twenty-one staff received on-the-spot awards in recognition of their exceptional contributions. Such recognition emphasized Service-wide collaboration on issues of major congressional concern including the economic and policy implications of the changing conditions in the financial sector, the economic stimulus and recovery legislation, the Gaza crisis of 2009, reforming U.S. foreign assistance, and energy legislation.

The Service also recognized exemplary employee performance with three honorary awards, fifty-three outstanding evaluations, and thirty-seven quality step increases in pay for outstanding job performance. The annual CRS Awards Ceremony was held on June 10, 2009, and included a presentation of the fourth annual Director's Award. This award is given each year in recognition of an individual or small group of individuals who have demonstrated excellence in service to Congress, directly or indirectly, in research, reference, analysis, and writing and in operations, service, and support. Recipients of this award are nominated by their colleagues. A panel reviewed the nominations and made recommendations to the CRS Director. The award for calendar year 2008 was presented by the Director to a Congressional Relations Specialist. She received this honor for her contribution



CRS continued to introduce electronic tools and other guidance to help staff better understand the performance management process.

to the new communications system for CRS—Project Mercury—and for being an outstanding mentor and example to those who have recently arrived to the Service.

## CRS Mentoring Program

CRS once again implemented the mentoring program for all new employees. Introduced in FY2007 as a pilot, this program is designed to give a new employee (mentee) an opportunity to learn about the organization from a colleague (mentor) who has tenure at CRS. Mentoring is considered a “best practice” that tends to lead to staff retention and job satisfaction. During the course of FY2009 forty-one mentor-mentee teams participated in the program.

# Types of CRS Support to Congress: Research Services and Products

Throughout FY2009 CRS provided the Congress with analysis, research, and information to support its policymaking needs, presented in the formats described below.

## Congressionally Distributed Products Providing Research and Analysis on Legislative Issues

### Reports for Congress

Reports for Congress, analyses or studies on specific policy issues of congressional legislative interest, are often prepared to address issues raised in numerous congressional inquiries. Reports clearly define issues in legislative contexts. The basic requirements of these and other CRS written products are relevance, accuracy, objectivity, and nonpartisanship. Analysts define and explain technical terms and concepts, frame the issues in understandable and timely contexts, and provide appropriate, accurate, and valid quantitative data. A summary appears on the first page of each report. CRS reports are available online to the congressional community. Reports are updated as events occur for issues that are of ongoing interest to Congress and archived when they no longer reflect the current legislative agenda. These archived products remain available to Congress to provide background and historical context.

### Congressional Distribution Memoranda

These memoranda are prepared when the interest of a relatively small number of congressional readers is anticipated or when the transiency of the issue and the product makes its inclusion as a listed CRS product inappropriate. Each bears a label distinguishing it from CRS confidential memoranda. If an issue becomes important to a larger congressional audience, the product may be recast as a CRS report.

## Electronically Accessible Products and Services

### CRS Web Site

The CRS Web site provides 24-hour access to CRS products listed by current legislative issue and accessible through online searching. The site provides access to CRS reports, audio and video recordings and DVDs of CRS programs, analyses of annual appropriations legislation, a guide to legislative procedures, online registration for CRS seminars, and information on other services. The Web site also offers links to constituent services-related information as well as legislative, legal, and basic resources for work in congressional offices. In operation since the 104th Congress, the CRS Web site is accessible only to House and Senate offices and other legislative branch agencies.

### Appropriations

CRS experts working on appropriations continued to provide comprehensive legislative analysis and tracking for the twelve Senate and House bills. In FY2008 they also assisted Congress with a continuing resolution, two supplementals, and the budget resolution. The Service also provides access to a CRS appropriations status table for tracking legislation, and a “CRS Appropriations Experts” list.

### Floor Agenda

The “Floor Agenda: CRS Products” page, a weekly compendium of CRS products relevant to scheduled or expected floor action in the House and Senate, is available on the CRS Web site and through email subscription to all Members, committees, subcommittees, and congressional staff. All CRS products listed on the Floor Agenda were linked for electronic access to subscriber desktops.

### CRS Programs Electronic Mailing List

Launched in FY2001, this email notification system provides subscribers with descriptions of upcoming CRS programs and links to online registration forms.

### Legislative Information System

The Legislative Information System (LIS) was available for the first time on Capnet at the beginning of the 105th Congress. The system provides Members of Congress and their staff with access to the most current and comprehensive legislative information available. It can be

accessed only by the House and Senate and the legislative support agencies. The LIS has been developed under the policy direction of the Senate Committee on Rules and Administration and the House Committee on House Administration. It has been a collaborative project of the offices and agencies of the legislative branch, including the Secretary of the Senate and the Clerk of the House; the House Chief Administrative Officer and the Senate Sergeant at Arms; the Government Printing Office; the Congressional Budget Office; the Congressional Research Service; and the Library of Congress. CRS has responsibility for the overall coordination of the retrieval system; the Library of Congress is responsible for its technical development and operation.

## Responses to Individual Members and Committees

The Service also responds to requests for custom services from Members and committees and their staff. Frequently this is done by CRS analysts in the form of confidential policy and legal analyses, usually in memorandum format; consultations in person or by phone; and briefings on virtually all legislative and policy issues, each tailored to address specific questions directed to CRS by a requesting Member, committee, or their staff.

### Confidential Memoranda

Confidential memoranda are prepared to meet a specific congressional request and are often designed to meet the needs of the congressional reader with a high level of expertise in a given

“Survey data from the  
Congressional research  
Service suggests that....”

Representative Zoe Lofgren



topic. These memoranda are prepared for the use of the congressional requester, and CRS does not distribute them further unless the recipient gives permission. The memorandum format is often used by CRS attorneys, for example, to respond to highly focused inquiries about the legal implications of statutory provisions, proposed legislation, or executive actions.

### Individual Staff Briefings

Individual or group staff briefings constitute another form of tailored response to congressional inquiries. CRS staff provide in-person briefings to Members and committees on specific policy issues. These briefings, for example, might focus on bills in formulation, foreign or domestic policy issues before Congress, the legislative process, congressional operations, or general orientations to CRS services and products.

### Telephone Responses

Telephone responses to inquiries are a vital element in CRS interactions and consultations with Congress. CRS experts are directly accessible by phone; on a given day the Service responds to numerous calls and provides information that may range from a statistic or a name to a short briefing or an interactive discussion analyzing alternatives for response to an issue. CRS goals in these instances are to provide expertise, ease of access, and personalized immediate response.

### Briefing Books

Briefing books may be prepared for use by congressional delegations (CODELs) traveling abroad and are collections of materials that



support specific purposes of a congressional trip. They may contain a variety of materials—maps, selected products such as CRS reports, and brief tailored written work, which can contain background and current issues regarding U.S. relations with specific countries on the trip, as well as questions Members might ask when meeting with government and other officials.

## Seminars, Institutes, and Other Programs

### Seminars

CRS conducted seminars for Members, committees, and their staff on a wide array of public policy issues. These seminars featured a combination of CRS and outside experts to explore various facets of public policy issues. Highlights of the year included the following public policy seminars: *International Conservation and Enforcement Programs of the U.S. Fish and Wildlife Service*; *Congress and Foreign Aid Reform*; *Climate Change and Federal Land Management: Two Case Studies*; *Global Financial Crisis: Current Role of the IMF and Options for Reform*; *Reconsidering Federal Disaster Policies and Actions: Coordination Perspectives*; *Challenges Facing the National Flood Insurance Program: Policy Options for Reform*; *EPA's Greenhouse Gas Endangerment Finding: What's Next?*; *FY2010 Defense Budget: Issues for Congress*; *International Affairs Budget: Issues for Congress*; *The Future Role of the U.S. Defense Acquisition Workforce: Perspectives from the Acquisition Community*; *Environmental Protection Agency: An Overview of the President's FY2010 Budget Request*; *The Senate's Confirmation*



“Numerous briefings were held for staff with experts from the Congressional Research Service....”

Senator Richard G. Lugar

*Process and Supreme Court Nominations; Unresolved Issues in Wartime Detention: Guantanamo, Military Commissions, and Related Matters; The U.S. Postal Service: Financial and Operational Issues and Current Legislation; Withdrawing Funds from Retirement Accounts; and Basics of Financial Intermediation and Markets.*

CRS offered a series of programs on financial reform. The series of eight seminars focused on the events leading up to, and subsequent to, one of the most tumultuous weeks in the financial sector since the Great Depression.

### Legislative and Budget Process Institutes

CRS continued to provide legislative and budget process institutes. Congressional staff refine their knowledge of legislative procedure and the congressional budget process at a series of increasingly complex “institutes” held at regular intervals during the course of the year. In FY2009 CRS staff teams conducted nine introductory institutes on legislative procedure and resources and two advanced legislative institutes for congressional staff. CRS staff conducted ten introductory programs in conjunction with the House Learning Center, and three advanced legislative series for both the House and the Senate, the latter done in conjunction with the Senate Office of Education and Training. The budget process institute program, offered in eleven sessions, provided congressional staff with an integrated overview of how federal budgeting works, as well as a more advanced look at separate aspects of the process. Experts prepared compilations of CRS budget reports for each CRS budget process program. State and

District institutes, offered four times during the year, were specifically tailored to meet the needs of staff working in Members' home state offices.

### Foreign Parliaments

CRS assisted the House Democracy Partnership in the form of briefings during four programs for visiting parliamentarians from Georgia, Lebanon, Mongolia, Kosovo, Peru, Macedonia, Kenya, Liberia, and Timor-Leste. Activities included seminars for the visiting lawmakers to provide information on options for internal governance, legislative and committee procedures, information resources, and organizational structures that could enhance the development of these national legislatures.

### Outreach

In January 2009 the House of Representatives and CRS co-sponsored *Legislative Issues and Procedures: The CRS Seminar for New Members*. The goal of this bipartisan policy seminar was to help the new Members prepare for their legislative duties by providing them with objective, nonpartisan analysis on critical policy issues of immediate interest to Congress, as well as an overview of House procedures and rules and the federal budget process. The three-day seminar, which is part of the official House orientation for newly elected House Members, brought forty-six (81 percent) of the new Members together with nationally recognized CRS and outside experts. CRS worked closely with the House to encourage the widest possible participation and to prepare a program that responded to

the highly challenging and complex legislative environment of the 111th Congress.

Other activities included distribution of the *CRS Training and Program for Congress* brochure to all congressional offices in January and June 2009. During the February House Services Fair CRS experts were on-site to discuss current legislative issues and provide tutorials of the CRS Web site. Hundreds of congressional staff visited the CRS exhibit. In addition, CRS collaborated with both the House Learning Center and Senate Office of Education and Training in presenting CRS courses at these House and Senate locations. CRS experts visited more than sixty House and Senate offices to brief them about CRS services. All congressional offices were contacted and several ad hoc telephone briefings resulted.

### Legislative Summaries, Digests, and Compilations

Since 1935 the Bill Digest Office of CRS has had statutory responsibility for preparation of authoritative, objective, nonpartisan summaries of introduced public bills and resolutions and maintenance of historical legislative information. Detailed revised summaries are written to reflect changes made in the course of the legislative process. This CRS office also prepares titles, bill relationships, subject terms, and *Congressional Record* citations for debates, full texts of measures, and Member introductory remarks.

During the past year this office continued to enhance its coordination of bill summary preparation with the release of CRS products;

prepared to implement a bill summary Extensible Markup Language (XML) authoring system that will facilitate improved Legislative Information System (LIS) searching and expanded sharing of legislative information in a consistent way; and moved closer to a modernization of its subject classification procedures.

### Other Services

#### Multimedia Products and Services

CRS provided a variety of multimedia products and technical assistance in support of its service to Congress. These included producing video DVDs and audio CDs of CRS institutes and seminars that congressional staff can request for viewing or watch at their desktops from the Web. The Web versions were broken out into subtopics so that viewers can go directly to the portions that are of greatest interest to them. Thirteen video programs were produced during the year. In addition, CRS provided two hours of television programming each weekday for the House and Senate closed-circuit systems.

# CRS Organizational Structure

CRS has adopted an interdisciplinary and integrative approach as it responds to requests from Congress. The Service seeks to define complex issues in clear and understandable ways, identify basic causes of the problems under consideration, and highlight available policy choices and potential effects of action. CRS is organized into the following divisions and offices to support the analysis, research, and information needs of Congress.

## Divisions

### American Law Division

The American Law Division provides Congress with legal analysis and information on the range of legal questions that emerge from the congressional agenda. Division lawyers and paralegals work with federal, state, and international legal resources in support of the legislative, oversight, and representational needs of Members and committees of Congress. The division's work involves the constitutional framework of separation of powers, congressional-executive relations and federalism; the legal aspects of congressional practices and procedures; and the myriad questions of administrative law, constitutional law, criminal law, civil rights, environmental law, business and tax law, and international law that are implicated by the legislative process. In addition, the division prepares *The Constitution of the United States of America: Analysis and Interpretation* (popularly known as the *Constitution Annotated*).

### Domestic Social Policy Division

The Domestic Social Policy Division offers Congress research and analysis in the broad area of domestic social policies and programs. Analysts use multiple disciplines in their research, including program and legislative expertise, quantitative methodologies, and economic analysis. Issue and legislative areas include education and training, health care and medicine, social security, public and private pensions, welfare, nutrition, housing, immigration, civil rights, drug control, crime and criminal justice, labor and occupational safety, unemployment and workers' compensation, and other issues related to children, persons with disabilities, the aged, the poor, veterans, and minorities.

### Foreign Affairs, Defense, and Trade

The Foreign Affairs, Defense, and Trade Division is organized into seven regional and functional sections. Analysts follow world-wide political and economic developments for Congress, including U.S. relations with individual countries and transnational issues such as terrorism, refugees, global economic problems, and global institutions such as the International Monetary Fund and the United Nations. They also address U.S. foreign aid programs, strategies, and resource allocations; State Department budget and functions; international debt; public diplomacy; and legislation on foreign relations. Other work includes national security policy, military strategy, weapons systems, military operations, defense acquisition, military com-

pensation, military health, the defense budget, and U.S. military bases. Trade-related legislation, policies, programs, and U.S. trade performance and investment flows are covered, as are trade negotiations and agreements, export promotion, import regulations, tariffs, and trade policy functions.

### Government and Finance Division

The Government and Finance Division responds to congressional requests for assistance on all aspects of Congress. These include the congressional budget and appropriations process, the legislative process, congressional history, and the organization and operations of Congress and legislative branch agencies. Among the financial issues covered by the division are banking, financial institutions, insurance, and securities; taxation, public finance, fiscal and monetary policy, and the public debt; the interaction between taxes and interest rates; and such economic indicators as gross domestic product, inflation, and savings. In addition, the division responds to requests on the organization and management of the federal executive and judicial branches; government personnel and the civil service; the presidency and vice presidency; government information policy and privacy issues; intergovernmental relations and forms of federal aid; state and local government; statehood and U.S. territories; the District of Columbia; economic developments; federal planning for and response to emergencies, disasters, and acts of terrorism in the United States; survey research and public opinion polls; the census; reapportionment and redistricting; elections,



campaign finance, lobbying, and political parties; U.S. history; constitutional amendments; and constitutional theory and history.

### **Resources, Science, and Industry Division**

The Resources, Science, and Industry Division covers an array of legislative issues for Congress involving natural resources and environmental management, science and technology, and industry and infrastructure. Resources work includes policy analysis on public lands and other natural resources issues; environment; agriculture, food, and fisheries; and energy and minerals. Science coverage includes policy analysis on civilian and military research and development issues, information and telecommunications, space, earth sciences, and general science and technology. Support on industry issues includes policy analysis on transportation and transportation infrastructure issues, industrial market structure and regulation, and sector-specific industry analysis.

## **Research Support**

### **Knowledge Services Group**

The Knowledge Services Group is comprised of information research professionals who partner with CRS analysts and attorneys in providing authoritative and reliable information research and policy analysis to Congress. Information professionals are clustered together by policy research area and align their work directly to the CRS analytical divisions. They write descriptive products and contribute descriptive input to analytical products in policy research areas, advise



CRS has adopted an interdisciplinary and integrative approach as it responds to requests from Congress.

analysts and Congress in finding solutions for their information needs, make recommendations for incorporating new research strategies into their work, and create customized Web pages. Staff evaluate, acquire, and maintain state-of-the-art resource materials and collections for CRS staff; work with the analytical divisions in ensuring the currentness and accuracy of the Services' products, databases, and spreadsheets; and maintain the currentness, comprehensiveness, and integrity of CRS information resources by identifying, assessing, acquiring, organizing, preserving, and tracking materials. They also provide authoritative information on specific policy research areas through discussions or presentations and provide or coordinate customized training on information resources.

## **Offices**

### **Office of Communications**

The Office of Communications is responsible for coordinating and overseeing CRS communications with internal and external audiences. The office assists CRS staff in understanding how Service policies, procedures, decisions, and activities relate to the CRS mission of serving the Congress and how staff efforts fulfill that mission. To achieve that goal, the office advises on communications-related aspects of CRS initiatives; ensures that internal and external communications are clear, consistent, and aligned with the CRS mission; coordinates efforts to improve the use of existing communications channels; and plans, develops, and implements new uses of communications channels.

### **Office of Congressional Affairs and Counselor to the Director**

The Office of Congressional Affairs and Counselor to the Director plans, develops, and coordinates matters relating to internal CRS policies, particularly as they affect the Service's relationships with congressional clients and other legislative support agencies; provides final CRS review and clearance of all CRS products; and ensures that the Service complies with applicable guidelines and directives contained in the Reorganization Act, in statements by appropriations and oversight committees, and in Library regulations and CRS policy statements. This office receives, assigns to the research divisions, and tracks congressional inquiries; works with the divisions to plan and carry out institutes, seminars, and briefings for Members, committees, and their staffs; takes the lead in developing, strengthening, and implementing outreach to congressional offices; and provides managers with statistical information needed to analyze subject coverage, client service, and the use of resources. The office also provides counsel to the Director and the Deputy Director on matters of law and policy.

### **Office of Finance and Administration**

The Office of Finance and Administration oversees the financial, procurement, and administrative programs of the Service. This includes coordinating the strategic planning; preparing the budget request; formulating and executing the financial operating plan; performing contracting and procurement actions; supervising the Service's status, role, activities,

and interaction with the Library in performing these functions.

### **Office of Legislative Information**

The Office of Legislative Information develops and maintains the congressional Legislative Information System (LIS) that supports both the Congress and CRS staff, and manages the electronic research product system including the editing, processing, and production of CRS reports. The office provides summaries and status information for all bills introduced each Congress, coordinates access to the LIS, provides quality assurance for CRS reports and for the Service's input to the LIS, offers graphic support on CRS products, and represents the Director in dealing with other organizations and agencies on issues regarding legislative information technology.

### **Office of Research**

The Office of Research coordinates and maintains oversight of the research function of the Service. It develops and implements strategic and operational frameworks for the CRS mission, promotes use of collaborative research approaches across disciplines and divisions, develops and implements Service-wide standards for the research quality that underpin authoritativeness, and oversees research management systems that both focus research on active policy concerns of the Congress and highlight resulting research products and underlying expertise for Congress. The office also supports the Director and Deputy Director in representing to Congress the nature and extent of the research capacity

the Service offers Congress and in accounting to Congress for the nature and extent of research support provided.

### **Office of Technology**

The Office of Technology provides the information management capabilities and support required for CRS legislation-related activities, communications, and service to Congress. This includes planning, procurement, development, operations, and maintenance of the information technology infrastructure and systems required to support the CRS mission.

### **Office of Workforce Management and Development**

The Office of Workforce Development administers the Service's recruitment, staffing, and workforce development programs, including succession planning, merit selection, and other employment programs, special recruitment programs, upward mobility programs, diversity efforts, mentoring, special recognition programs, training, position classification, and performance management programs and activities. This office represents the Director in issues involving the Service's status, role, activities, and interaction with other Library entities in relevant areas of human resources administration, management, and development. Overall the goal of the office is to enhance the Service's ability to attract and retain the human resources talent it needs to respond to the dynamic research, analysis, and information needs of Congress.



This appendix contains CRS written products prepared for the Congress in FY2009. The products are arranged alphabetically by selected categories and may appear in more than one category.

The appendix lists CRS products available for congressional distribution as of September 30, 2009. It does not include the many CRS products prepared at the specific request of individual Members of Congress. These products are not disseminated further without the permission of the requesting office.



## Agriculture

The 2008 Farm Bill: Major Provisions and Legislative Action, [by Jean M. Rawson, Ross W. Gorte, Charles E. Hanrahan, Remy Jurenas, Jim Monke, Tadlock Cowan, N. Eric Weiss, Mark Jickling, Donald J. Marples, Joe Richardson, Randy Schnepf, Renée Johnson, Geoffrey S. Becker, Tom Capehart and Ralph M. Chite.](#)

Agricultural Conservation: A Guide to Programs, [by Megan Stubbs.](#)

Agricultural Conservation Issues in the 111th Congress, [by Megan Stubbs.](#)

Agricultural Research, Education, and Extension: Issue and Background, [by Melissa D. Ho.](#)

Agriculture and Food Provisions in the 2009 Economic Stimulus Package, [by Jim Monke, Coordinator, Joe Richardson, Tadlock Cowan and Megan Stubbs.](#)

Agriculture and Related Agencies: FY2009 Appropriations, [by Jim Monke, Coordinator, Geoffrey S. Becker, Charles E. Hanrahan, Ralph M. Chite, Judith A. Johnson, Donna V. Porter, Mark Jickling, Erin D. Williams, Sarah A. Lister, Susan Thaul, Tadlock Cowan, Joe Richardson and Renée Johnson.](#)

Agriculture and Related Agencies: FY2010 Appropriations, [by Jim Monke.](#)

Agriculture in Pending U.S. Free Trade Agreements with Colombia, Panama, and South Korea, [by Remy Jurenas.](#)

Animal Identification: Overview and Issues, [by Randy Schnepf.](#)

Antibiotic Use in Agriculture: Background and Legislation, [by Geoffrey S. Becker.](#)

Biochar: Examination of an Emerging Concept to Mitigate Climate Change, [by Kelsi S. Bracmort.](#)

Biofuels Incentives: A Summary of Federal Programs, [by Brent D. Yacobucci.](#)

Biomass: Comparison of Definitions in Legislation, [by Kelsi S. Bracmort and Ross W. Gorte.](#)

Calculation of Lifecycle Greenhouse Gas Emissions for the Renewable Fuel Standard, [by Brent D. Yacobucci and Kelsi S. Bracmort.](#)

Cellulosic Biofuels: Analysis of Policy Issues for Congress, [by Tom Capehart.](#)

China-U.S. Poultry Dispute, [by Geoffrey S. Becker.](#)

Comparing U.S. and EU Program Support for Farm Commodities and Conservation, [by Renée Johnson, Charles E. Hanrahan and Randy Schnepf.](#)

Consumer Product Safety Improvement Act (CPSIA): New Requirements and Emerging Implementation Issues, [by Margaret Mikyung Lee.](#)

Dairy Market and Policy Issues, [by Dennis A. Shields.](#)

Environmental Exposure to Endocrine Disruptors: What Are the Human Health Risks?, [by Linda-Jo Schierow.](#)

Environmental Quality Incentives Program (EQIP): Status and Issues, [by Megan Stubbs.](#)

Ethanol: Economic and Policy Issues, [by Tom Capehart.](#)

Farm Commodity Proposals in the President's FY2010 Budget, [by Jim Monke.](#)

The Farm Price-Cost Squeeze and U.S. Farm Policy, [by Dennis A. Shields.](#)

Farm Service Agency: State Executive Directors, and State and County/Area Committees, [by Carol Canada.](#)

Farm-to-Food Price Dynamics, [by Randy Schnepf.](#)

FDA Authority to Oversee Private Laboratories that Analyze Imported FDA-Regulated Food, [by Vanessa K. Burrows.](#)

Federal Crop Insurance: Background and Issues, [by Dennis A. Shields.](#)

Food and Drug Administration Appropriations for FY2010, [by Susan Thaul.](#)

Food Safety: Selected Issues and Bills in the 111th Congress, [by Geoffrey S. Becker.](#)

Implications of Reactivating the Dairy Export Incentive Program (DEIP), [by Dennis A. Shields and Charles E. Hanrahan.](#)

Intermediate-Level Blends of Ethanol in Gasoline, and the Ethanol "Blend Wall," [by Brent D. Yacobucci.](#)

Local and Regional Procurement for U.S. International Emergency Food Aid, [by Charles E. Hanrahan.](#)

A New Farm Program Option: Average Crop Revenue Election (ACRE), [by Dennis A. Shields.](#)

Penalties Under the Federal Food, Drug, and Cosmetic Act That May Pertain to Adulterated Peanut Products, [by Vanessa K. Burrows and Brian T. Yeh.](#)

Potential Farm Sector Effects of 2009 H1N1 "Swine Flu": Questions and Answers, [by Renée Johnson.](#)

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## Agriculture (contd.)

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## Appropriations and Budget

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## Appropriations and Budget (contd.)

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## Defense

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## Defense (contd.)

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## Economy, Recession, and Financial Sector (contd.)

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## Education, Labor, and Income Security

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## Education, Labor, and Income Security (contd.)

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## Federal Government (contd.)

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## Foreign Policy (contd.)

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## Health (contd.)

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## Housing

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## Law and Justice

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## Law and Justice (contd.)

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## Law and Justice (contd.)

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## Science and Technology (contd.)

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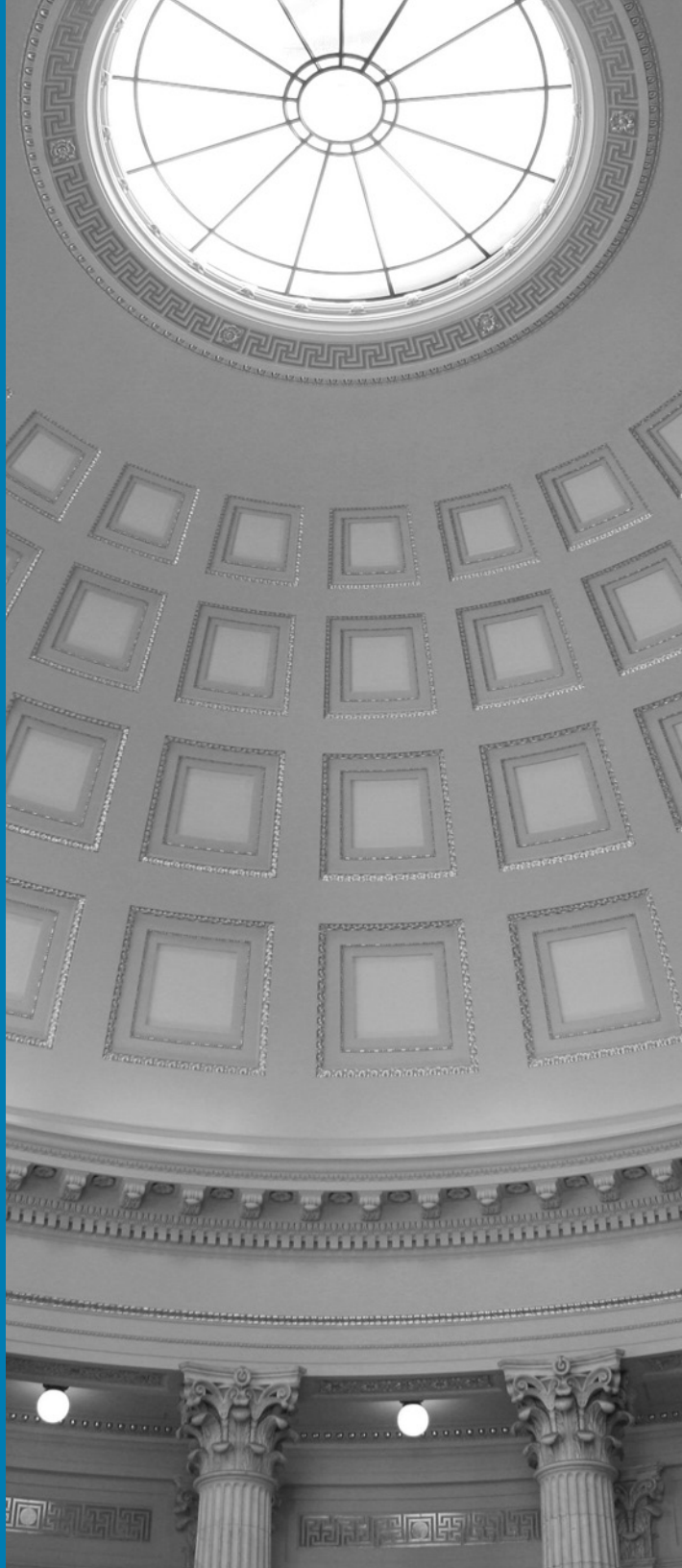
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